

**Ogden Ranger District**  
**Travel Plan Revision**  
**Draft Record of Decision**  
**March 2015**

U.S.D.A. Forest Service  
Ogden Ranger District,  
Uinta-Wasatch-Cache National Forest

Portions of Box Elder, Cache, Rich, Morgan and Weber Counties Utah

Responsible Official: Robert Sanchez, Ogden District Ranger

Ogden Ranger District  
Uinta-Wasatch-Cache National Forest  
507 25th Street, Suite 103  
Ogden, Utah 84401  
(801) 625-5112

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## MAPS: REVISED OGDEN TRAVEL PLAN DECISION, March 2015

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## **I. Introduction**

In March 2006, the Forest Service issued the Ogden Ranger District Travel Plan Revision, Record of Decision and Final Environmental Impact Statement ("2006 ROD/FEIS"). Following an administrative appeal, then Forest Supervisor Faye Krueger reversed the 2006 ROD/FEIS based on her finding that the environmental analysis was not adequate to support the decision in regard to cumulative effects analysis. In response to the reversal, the Forest Service conducted additional analysis by way of a Supplemental Environmental Impact Statement that did not replace the 2006 ROD/FEIS entirely but supplemented and replaced discrete sections of the 2006 ROD/FEIS. In a September 12, 2007 Record of Decision, the Forest Service Responsible Official decided to implement Alternative 5 for the Ogden Ranger District Travel Plan Revision. It was appealed but Forest Supervisor Krueger approved the ROD and Final Supplemental EIS ("2007 ROD/FSEIS"). After the denial of their appeal, four local groups filed a Petition for Review of Agency Action and Complaint for Injunctive and Declaratory Relief with the United States District Court, District of Utah, Central Division on September 30, 2009.

On March 7, 2012, United States District Judge Clark Waddoups remanded the 2007 Decision to the Forest Service for additional documentation and analysis. The court concluded that the 2006 ROD/FEIS and 2007 ROD/FSEIS had these deficiencies: (1) It failed to provide notice of available support for the public to understand the information cataloguing illegal routes; (2) it failed to adequately support its assumptions about the impact of illegal user-created routes; and (3) it failed to explain explicitly its evaluation of the cumulative impacts of its decision on the Shoshone Trail system. By opinion of the court, the status quo as of March 7, 2012 shall be maintained until such time as the Environmental Impact Statement is amended to address the deficiencies identified by the court. As a result, the current supplement to the 2007 FSEIS was directed to address these deficiencies.

The Draft SEIS was subsequently prepared and made available for public comment on September 12, 2014. It provided additional analysis to supplement information that was presented in the 2007 FSEIS.

The 2015 Final Supplemental Environmental Impact Statement ("2015 FSEIS") presents additional analysis to supplement information presented in the Ogden Travel Plan 2007 FSEIS as it relates to the 2006 FEIS specifically in regards to the three deficiencies identified by the March 7, 2012 court order.

The 2015 FSEIS does not replace the Ogden Ranger District Travel Plan Revision 2006 FEIS in its entirety. Instead, information contained in the 2015 FSEIS replaced discrete sections of or provides additional information to supplement the analysis that was presented in the 2006 FEIS.

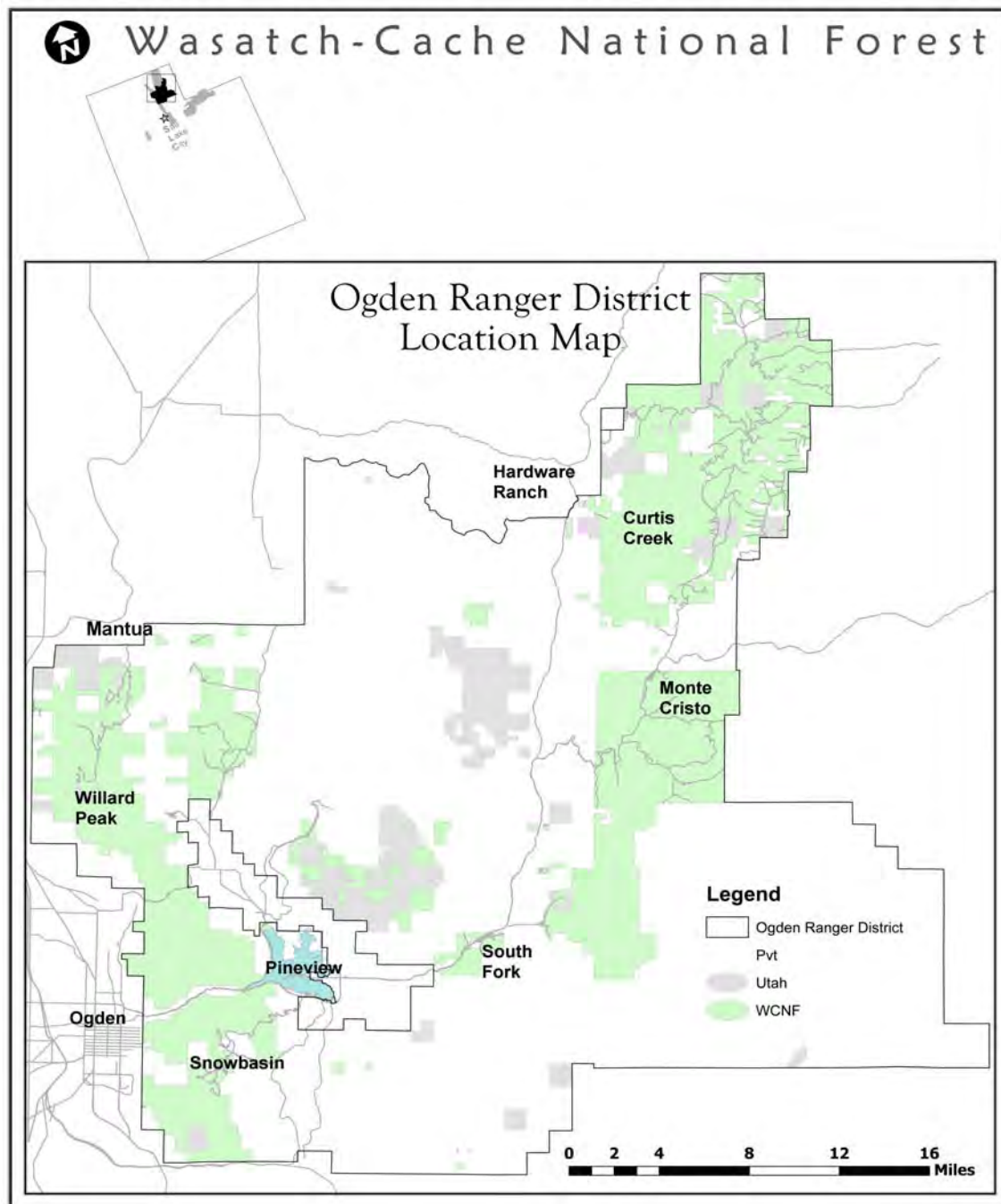
## **II. Background**

The Ogden Ranger District is located in northern Utah's Wasatch-Cache National Forest. The Ranger District is approximately 161,000 acres in size and contains National Forest System land in Box Elder, Cache, Morgan, Rich and Weber Counties. The Ranger District headquarters is located in Ogden, Utah and the Supervisor's Office is in Salt Lake City, Utah.

This Record of Decision (ROD) is related to the management of summer-season, motorized travel on the Ogden Ranger District, Wasatch Cache National Forest. The ROD describes what types of vehicles can be used on specific routes, seasonal restrictions on specific routes, and routes that are open only for Forest Service "administrative use" for the purposes of law enforcement, infrastructure maintenance, permittee access, and fire protection. Additionally, the ROD includes monitoring and mitigation measures to reduce environmental impacts associated with the transportation system and its use.

Travel management is not new to the Ogden Ranger District. In fact, the Forest and the Ranger District have had a policy of motorized use being restricted to "designated routes" for nearly 20 years. A chronology of travel planning efforts on the district includes the following:

- The initial effort at travel planning was in 1980. It included a travel plan map for both summer and winter use and a Special Closure Order that was signed by Forest Supervisor Chandler St. John on May 1, 1980 (USDA 1980).
- The first revision of the 1980 map and Special Closure Order was signed by Forest Supervisor Dale Bosworth on August 15, 1988 (USDA 1988).



**Figure 1:** Land Ownership on the Ogden Ranger District of the Wasatch-Cache National Forest, Utah

- The 1988 plan and map were amended three years later with a Decision Memo, signed by Forest Supervisor Susan Giannettino (March 5, 1991). This decision changed twenty-two roads or areas in the previous Travel Management Plan. A new travel plan map for the Ogden and Logan Ranger Districts was also printed (USDA 1991).
- The 1991 travel plan map was revised in 1997 with updates based on new land acquisitions (USDA 1997).
- The 2003 WCNF Forest Plan Revision provided a stand alone winter motorized travel map (USDA 2003).
- The Logan and Ogden Ranger Districts printed a new stand-alone summer motorized travel plan map in 2004 (USDA 2004).
- In 2005 changes were made to the map to correct minor landownership errors (USDA 2005).
- A Motor Vehicle Use Map (MVUM) directed by the Travel Rule of November 2005 was printed for the Ogden Ranger District in 2008 and supplemented by on-the-ground signage.

The system of roads and motorized trails on the ranger district has been evolving since the mid-20<sup>th</sup> century. The area being studied in this analysis contains a number of historic roads and trails that were established before they were incorporated into the National Forest System (NFS). Some of these historic roads and trails were incorporated into the Ogden RD travel system when the 1988 and 1991 travel management plans were completed. Other routes have remained on the ground but these were never included in the system of classified roads and trails that were designated as open for motorized use. Many of these trails have continued to be used by the public even though they were not part of a managed system of designated roads and motorized trails. In some areas on the ranger district, unmanaged motorized recreation has resulted in user created trails, eroded hillsides, contributed to the spread of noxious weeds, caused trail user conflicts and disturbance to wildlife. There was a need to systematically analyze which of these historic and user created routes should be incorporated into the system of roads and motorized trails that are open to use and which should be closed and rehabilitated. There was also a need to provide motorized loop trails and trails of adequate mileage for quality motorized recreation opportunities. By carefully considering what should be incorporated in its transportation system, the ranger district will be in position to provide an array of diverse and high quality motorized recreation opportunities, better manage increased demand, provide reliable administrative access, and reduce environmental damage.

In addition to illegal motorized use on abandoned historic routes, hiking trails and game trails, we have seen an increase in the development of illegal, user-created trails. Users of these smaller four- and six-wheeled vehicles have, through their use, gained access to areas considered to be inaccessible by full-sized four-wheeled-drive vehicles. New routes are being pioneered in places where none have existed before. This proliferation of unauthorized routes is changing the face of the National Forest. In fact, unmanaged recreation activities such as those described above were identified by Forest Service Chief Dale Bosworth in 2004 as one of the four main threats facing the sustainability of the nation's forests.

Also over the past decade we have seen increases in all forms of recreation use on the National Forests. Conflicts among users have developed. The recreation experience sought by some is incompatible with the experiences sought by others. Increased travel and new access to remote areas is altering the recreation experience. In some cases, it is also affecting wildlife, soils, water quality and vegetative resources.

In recent years, the Ogden Ranger District has seen a big increase in motorized use. The popularity of off-highway vehicles (jeeps, sport utility vehicles and motorcycles) has remained fairly flat, while the popularity of all-terrain vehicles (ATV's) has expanded. Utah Department of Motor Vehicles data on the number of ATV registrations from 1998 to 2006 shows a statewide increase of 159%. Similarly, registrations for Weber, Box Elder, Davis, Cache and Rich Counties increased 250%. Current update using the 2014 ATV registrations shows an average increase since 2006 of an additional 17.9%. The same data also shows that the number of registered ATV's for the same five counties makes up

approximately 25.5% of the total number of ATV's for the entire state. In other words, over a quarter of all the vehicles registered in the State of Utah are owned by users who live within an hour or less drive from the Ogden District (Utah Department of Motor Vehicles 2006, 2014).

We recognize each category of use (from hiking, to horseback riding, to mountain biking, to motorcycling, to ATV riding, and four-wheel driving) as valid and legitimate uses of the National Forest. This planning effort attempts to provide a range of opportunities for various types of recreation experience across the spectrum from primitive, non-motorized use through motorized/developed recreation use. No one use should be accommodated at the exclusion of another.

However, these uses need to be managed and distributed on the National Forest System with consideration of natural and cultural resources, public safety, provision of recreational opportunities, access needs, conflicts among uses of National Forest System lands, the need for maintenance and administration of roads, trails, and areas that would arise if the uses under consideration are designated; and the availability of resources for that maintenance and administration.

My Decision, documented in this ROD, and the new Revised Travel Management Plan for the Ogden Ranger District is our attempt to balance interests, to consider environmental factors, and to establish a reasonable plan for managing travel. The Final Environmental Impact Statement (FEIS) and the two Supplemental Environmental Impact Statement documents received extensive public involvement and comprehensive environmental analysis in support of this Decision. While it is impossible to please all interests, this is our best effort to most reasonably accommodate all uses, consistent with our mandates under law, regulation, and policy for managing the Ogden Ranger District.

This Decision is concerned only with summer travel on the Ogden Ranger District and does not extend to other ranger districts on the Wasatch-Cache National Forest, other agency jurisdictions or to private land. Decisions affecting motorized winter travel for the Ogden Ranger District were made in the Wasatch-Cache National Forest Plan Revision (2003). Summer Travel management decisions on other ranger districts on the Wasatch-Cache National Forest are independent of this one.

### **III. Decision and Reasons for the Decision**

It is my decision to select a modified version of Alternative 5. These modifications are the product of a more specific review of the comments received in the 2014 DSEIS and consideration of new information and changed circumstances regarding specific routes. All of the components of the "Selected Action" are within the range of alternatives considered in the 2006 FEIS and two Supplemental Environmental Impact Statement documents.

In reaching this conclusion I have considered scientific input from Forest Service resource specialists. I have reviewed the record of relevant scientific information that has been compiled in this analysis relative to sharp-tail grouse, sage grouse, lynx, grey wolf, wolverine, mountain goat, Bonneville cutthroat trout, northern goshawk, Burkes draba and other plant and wildlife species and their habitat and any relevant ground based surveys and data. I have considered input from groups and individuals with responsible opposing views and discussed our response to them in Chapter 8. I have considered the scientific information that is necessary to adequately assess the effects of my travel management decision.

I know that my decision will not completely satisfy every group or individual; however I have concluded that it is an informed choice that provides a reasonable mix of meeting the increased need for additional motorized recreation opportunities and meeting Forest Plan direction. Based on the effects analysis presented in Chapter 4 of both the FEIS and FSEIS', I believe that this Selected Action protects and sustains soils, vegetation, water, and wildlife habitat. In my judgment, this modified version of Alternative 5 is consistent with the Revised Wasatch-Cache Forest Plan (USDA 2003) as well as with all laws, regulations and policy governing National Forest Management.

The route specific designations that comprise this decision are portrayed on the series of maps that

accompany this ROD entitled "Revised Ogden Travel Plan Decision, March 2015". My Decision with regard to specific route designations is also portrayed in tabular form in Table 2 which lists the designated category of use for each specific route. It is important to note that some routes designated as open on the existing 2004 Wasatch-Cache National Forest Travel Plan map ("2004 Travel Plan") have not been identified for a change in designation. These open routes will retain the same management designation and are not discussed in Table 2 though they are depicted on the accompanying maps. Similarly, those routes (e.g. closed, non-motorized system trail, unauthorized) not shown on the current 2004 Travel Plan map will remain closed to public use and will not be discussed in Table 2 unless a change in management designation has been made. In the event of any inconsistency in the record or in this Decision, it is first the map attached here, and second, Table 2, and then the descriptions in the body of this ROD, and then the descriptions of Alternative 5 taken from the FEIS, Chapter 2, in that order of precedence, that constitute my Decision.

I want to emphasize implementation of this plan will require not only education of users but also enforcement of restrictions. It has been correctly pointed out that not all of our closures have been effective and that our maps and regulatory signing is in need of improvement. The Ogden Ranger District is committed for the long-haul to implementing this plan. We are committed to prioritizing the available funding we have and to developing partnerships with state agencies, local governments, adjacent private land owners and volunteers to ensure that signing and designation of routes open to various means of travel is in place, and the physical closure of routes not open to motorized use is implemented. We will print new motorized vehicle use maps, post appropriate travel management signage, further the process of installing gates to implement seasonal closures, continue with our on-going efforts of closing and rehabilitating unauthorized routes, and begin organizing a cadre of volunteers and embarking on a program of public information. As funding sources are identified we will look to improve drainage on various segments of motorized trail. In some areas this work will include spot surfacing with road base material to improve drainage to reduce the chance of rutting that can occur during wet periods.

Through this program of management and public information we expect to obtain a high level of voluntary compliance. We are also committed to work with local ATV clubs, environmental groups, and other interested organizations and individuals to form volunteer patrols to assist with signing and public awareness. We will focus on leveraging the appropriated dollars we receive on new partnership agreements to implement these types of activities. Construction of new motorized trails will only take place as we receive funding through project specific partnership efforts.

I believe that "peer pressure" from responsible ATV enthusiasts upon less responsible users has the potential to be a very effective tonic. Areas of concentrated use like Dock Flat and the Willard Mountain Road will continue to be a challenge but we are committed to enforce restrictions established by this decision through Forest Service law enforcement personnel and in cooperation with state and local law enforcement agencies. As is the case with any law enforcement activity, not all violators are caught. By establishing a visible presence and through example of those who are caught in violation, I believe that over time, motorized use of the District will conform to this Travel Plan.

I am convinced the key to our success is involving the public in the process of implementation and we are committed to working with the local ATV clubs and environmental groups to assist us in our maintenance, administration and monitoring commitments and to evaluate on an annual basis our successes and specific areas that are in need of improvement.

The 2012 Court ordered analysis of the illegal routes has increased our knowledge of unwanted routes significantly. The tactic of inventorying unauthorized routes by digitizing from our 2010 (9.84 inch) high resolution orthophotography has provided an excellent map for the future work of rehabilitation illegal routes. This planning work will be used to submit for funding grants and internal Forest Service funds for Travel Plan implementation.

The decisions made here are the product of long study and will not be revisited at the same scale of analysis for some time to come. Any consideration of an overall revision to the Travel Plan that is put in place with this Decision would require a public involvement and environmental analysis process similar,

though not the same, as this one. This decision may be modified on a localized basis, as a way of fine tuning in response to monitoring, new or different resource conditions, localized project planning or future management proposals. It is intended that this Travel Plan be dynamic and retain the flexibility to be responsive to either changing resource conditions, new or better information, or even changing management objectives on a limited scale. Modification to this decision in this manner would require public notice and environmental analysis in compliance with NEPA.

The Ogden Ranger District Travel Plan Revision is consistent with the National Travel Management Rule which was released on November 9, 2005. Unauthorized routes that exist on the ground will, over time, be closed and rehabilitated without further NEPA analysis unless it is warranted. My decision to implement this modified version of Alternative 5 will be reflected in future printing of the Motor Vehicle Use Map (MVUM) for the Ogden Ranger District. The roads and motorized trails designated by the republished MVUM will be based on this decision and will become the designated routes pursuant to 36 CFR 212.51.

The following table summarizes the response to each of the significant issues that drove development of the range of alternatives considered in the EIS.



**Table 1** Summary of Alternatives in the EIS and the Selected Action

	Alternative 1	Alternative 2	Alternative 3	Alternative 3a	Alternative 4	Alternative 5	Selected Action
Route Status	Miles	Miles	Miles	Miles	Miles	Miles	Miles
Open Road*	187	206	202	208	198	202	197
Closed Route*	56	48	56	50	66	50	52
Motorized Trail*	39	61	35	49	46	58	48
Non-Motorized Trails*	141	107	128	116	110	113	116
Unauthorized routes*	97	97	97	97	97	97	97
Total**	520	519	518	520	517	520	510
Miles of Open roads and Motorized Trails	226	267	237	256	244	260	245
Miles of Seasonal Closures	1	8	5	11	7	13	27
Miles of Administrative Closures	53	49	61	57	51	60	58
Miles open without any closures	171	210	171	189	185	187	185
Miles of new Open Motorized trails	34	29	10	13	0.00	18	12
Miles of Unauthorized Routes found in updated analysis to be reclaimed***	97	97	97	97	97	97	97
Number of New Gates	11	10	11	9	0	15	16
Number of Relocated Gates	1	2	1	2	0	2	0
Significant Issues to which Alternatives Respond	Alternative Emphasis	Alternative Emphasis	Alternative Emphasis	Alternative Emphasis	Alternative Emphasis	Alternative Emphasis	Alternative Emphasis
Motorized activities negatively affect wildlife habitat	Moderate protection of wildlife habitat.	Least protection of wildlife habitat.	Best protection of wildlife habitats.	Good protection of wildlife habitat.	Moderate protection of wildlife habitat.	Good protection of wildlife habitat.	Good protection of wildlife habitat.
Motorized activities negatively affect regional wildlife corridor	Good protection of wildlife corridor.	Least protection of wildlife corridor.	Best protection of wildlife corridor.	Good protection of wildlife corridor.	Good protection of wildlife corridor.	Good protection of wildlife corridor.	Good protection of wildlife corridor.
Negative effects to roadless areas	Best protection of roadless areas values.	Least protection of roadless areas values.	Good protection of roadless areas values.	Good protection of roadless areas values.	Good protection of roadless areas values.	Good protection of roadless areas values.	Good protection of roadless areas values.
Inadequate range of trail-based recreation opportunities	Good range of motorized trails opportunities	Best range of motorized trails opportunities	Least range of motorized trails opportunities	Good range of motorized trails opportunities.	Moderate range of motorized trails opportunities	Good range of motorized trails opportunities.	Good range of motorized trails opportunities.

\*Open Road: Roads open to motorized use, seasonally closed, administrative use only, county and state jurisdiction; Closed route: system routes already closed or will be closed to public use and will be removed from the road management system; Motorized trails: existing and new proposed trails open to motorcycles or ATVs; Unauthorized routes: routes created by users or previous land owners which will not be managed as part of the Forest Service transportation system.

\*\*Approximate mileage within plus or minus one mile.

\*\*\*Unauthorized routes digitized from 2010 (9.84 inch) high resolution orthophotography. Miles of Unauthorized routes do not change by Alternative because the new inventory included the 2007 data files which identified routes proposed to be included or changed to other route categories. The previously identified miles of unauthorized routes in addition to miles of newly inventoried unmapped travel features may be reclaimed above this amount.

### A. Route Specific Designations

This section describes the route designations and uses as portrayed on the Maps and Tables attached to this ROD.

My Decision is responsive to the points of the Purpose and Need in Chapter 1 of the 2006 FEIS, and to all of the information listed above. The revised plan for travel on the Ogden Ranger District will provide a mix of routes to accommodate a variety of users. I have designated a managed system of routes to meet motorized users' desire for loops and for routes long enough, and interesting enough, to meet this demand.

Many of these route specific designations were difficult to make, since preferences were strongly expressed by both motorized and non-motorized users. Each side wanted particular routes designated for their use. I weighed the advantages and disadvantages of the comments received during the scoping process and during the review for both the DEIS and the DSEIS. I have assessed each route in terms of the larger picture and have considered the environmental effects and opportunities offered or lost. This mix of route designations represents what I believe to be the most appropriate to meet the long term motorized transportation needs for the Ogden Ranger District.

It is my decision to make route specific designations as outlined in the following table. Roads and motorized trails that are designated as open on the current 2004 Travel Plan map that were not considered for change in this FEIS are not affected by this decision, will retain their existing designation, and thus are only depicted on the Maps rather than discussed in detail.

**Table 2** Summary of Specific Route Designations

Curtis Creek Analysis Area					
Name	Route	Mileage	Route Disposition	Designation	Map Coordinate
Tilda Spring 3	26003	0.4 mile	This new trail segment will help link the Tilda Complex to the Davenport Hollow (20196)	New Motorized Trail	A6, B6
Tilda Spring 3 Extension	xxx4	0.7 mile	This is a new ATV trail that will be built to link the Tilda Complex to the Davenport Hollow (20196).	Open to Motorized Use	B6
Boundary Spring Reroute	xxx5	0.1 mile	This will be a minor reroute for resource protection.	New Motorized Trail	A6
Laketown Spur 1	26717	0.7 mile	This road is not in the 2004 Travel Plan. It will remain closed to motorized use. This road was proposed to be open in the DEIS but the adjacent land is private and a public right-of-way not known to exist.	Closed to Motorized Use	D1
Laketown Spur 2	26718	0.4 mile	This road will remain closed to motorized use. This road was proposed to be open in the DEIS but the adjacent land is private and a public right-of-way not known to exist.	Closed to Motorized Use	D1
Nick Reservoir	26979	0.9 mile	This route will be managed as administrative use only. The northern route will be retained because of existing infrastructure in the roadway. It will be gated and the southern route will be ripped and seeded.	Administrative Use Only	E2
North Gorge Canyon	20213	0.5 mile	This eastern segment (20213) is located between New Canyon road (20058) to the east and private land to the west. This segment will remain an open road as designated in the 2004 Travel Plan.	Open to Motorized Use	C1, D1
	xxx3	0.3 mile	This western segment is located west of private land and is designated as open in the 2004 Travel Plan. This segment will be closed and reclaimed	Close and Reclaim	C1
Otter Creek private	xx36	0.45 mile	This low standard road will be signed closed and gated on both ends and managed for administrative use only road.	Administrative Use Only	E1
Longhurst Spring	26980	2.7 mile	This low standard road on a dry ridgeline will be managed for administrative use only with a gate	Administrative Use Only	E2

			installed at the forest boundary.		
Red Spur	20205	1.2 mile	This road will be managed as open to motorized use. A new gravel source will be developed along this road.	Open to Motorized Use	D3
Campground Springs	20082	0.2 mile	This short road ends at a dispersed campsite and will be managed as open to motorized use.	Open To Motorized Use	D3
Spencer Basin Gated	20103	3.74 miles	This road will continue to be managed as an administrative use only road.	Administrative Use Only	D4
Baxter Sawmill 2	26994	1.1 mile	This road will be managed as a new open road but it will be gated and closed seasonally from approximately November 15 to June 15 to improve elk habitat.	Open to Motorized Use With Seasonal Closure Nov 15 to June 15	B3, B4
Baxter Ridge	26714	0.9 mile	This road will be managed as a new open road.	Open to Motorized Use	C3
Curtis Private	20074	0.49 mile	This road will continue to be managed as an administrative use road.	Administrative Use Only	C3
Curtis Ridge Trail	3309	2.2 mile	This existing trail will be brought up to standard and managed as a new motorized ATV trail.	New Motorized Trail	D4
Six Bit Spring	20144	1.63 miles	The majority of this road (western section) will remain open as designated in the 2004 Travel Plan.	Open to Motorized Use	D4
		0.58 mile	The eastern extent of this road will be gated and open to administrative use only. This includes 0.26 mile of administrative use only road that is designated in the 2004 Travel Plan.	Administrative Use Only	D4
Valley Ridge North	xxx1	0.2 mile	This is an existing road that connects the Dry Fork (20162) Road to BLM property to the east. It will be added to the Forest Service system as an open maintenance level 2 road.	Open to Motorized Use	E4
Dry Canyon	26983	0.53 mile	This road will be gated at the Forest boundary and open to administrative use only.	Administrative Use Only	E3
Pole Hollow	26109	1.4 mile	This road is open in the 2004 Travel Plan but will be managed as an administrative use only road.	Administrative Use Only	E4
Dry Fork	20162	2.11 miles	This road was open in the 2004 Travel Plan and is in poor condition. The segment of road north from Valley Ridge North (xxx1) to BLM property to the east will be closed.	Close Road and Reclaimed	E4
Arbs Dispersed	20057	0.15 miles	This is a short road that ends at a group of dispersed campsites. The road will be added as a new open road to provide access to the dispersed camping sites.	Open to Motorized Use	C6
Arbs Private	26724	1.64 miles	This existing road will be managed as an open road.	Open To Motorized Use	C7
Walton Gulch	xxx7	0.12 miles	This road is open on the existing travel plan but it is not a system road. It is a main route connecting the Curtis Ridge Road (20059) to BLM lands to the east. It will be assigned a road number.	Open To Motorized Use	C6
Davenport Hollow	20196	4.12 miles	This road is open to motorized use in the 2004 Travel Plan. The existing gate will be moved north and the existing road will be managed as a new motorized trail (1.1 miles) to where it connects to the new Tilda Spring 3 Extension (xxx4).	Existing Road and New Motorized Trail	B6, B7
Davenport Hollow Overlook	xxx8	1.12 miles	This route is an extension of the Davenport Hollow road (20196). It will be managed as a non-motorized trail.	Closed to Motorized Use	B6
Buck Spring Road and realignment	20197	0.33 miles	This road is open to motorized use in the 2004 Travel Plan. This short segment of existing road is located north of Tin Cup Spring (20197) and will undergo a minor realignment of 0.33 miles. This realignment will move the road away from the Buck Spring Pond for protection of the aquatic habitat. The Buck Spring Road will be gated at the private property line. The former section of road will be closed and reclaimed.	Minor Realignment	B7
Dry Gulch Dispersed	xxx2	0.3 miles	This existing road (20028) is open in the 2004 Travel Plan and provides access to dispersed campsites. The segment west of the dispersed sites (approximately 0.3 mile) will be closed and	Close and Reclaim	C4

			reclaimed.		
Zion Springs	20221	1.9 miles	The segment west of the dispersed camping sites (approximately 1.9 mile) will be gated and managed as administrative access only.	Administrative Use Only	C5
Boundary Spring ATV Trail and Realignment (0.15 mile)	26736	1.1 mile	The spring will be protected from motorized vehicle use by building a reroute west side of the pond. This 0.15 mile segment will be managed as part of the Boundary Spring ATV trail. The abandoned section will be reclaimed.	Minor Realignment	A6
Big Crawford Creek 1	26704	1.0 mile	This road is currently open in the 2004 Travel Plan and will be closed to public use and reclaimed.	Close and Reclaim	D5
Big Crawford Creek 2	26705	0.8 mile	This road is currently open in the 2004 Travel Plan and will be closed to public use and reclaimed.	Close and Reclaim	D5
Big Crawford Creek 3	26706	0.6 mile	This road is currently open in the 2004 Travel Plan and will be closed to public use and reclaimed.	Close and Reclaim	D5
Crawford Creek 1	26989	0.9 miles	This closed road is currently open in the 2004 Travel Plan and will be closed to public use and reclaimed.	Close and Reclaim	D5
Bob Kiddys Hole	26707	0.2 mile	This existing road will be designated as open to public use to provide access between BLM and SITLA lands.	Open to Motorized Use	E5
<b>Monte Cristo and Wheat Grass Analysis Area</b>					
<b>Name</b>	<b>Route</b>	<b>Mileage</b>	<b>Route Disposition</b>	<b>Designation</b>	<b>Map Coordinate</b>
Blake Hollow	20198	4.7 mile	Not open in the 2004 Travel Plan. It will be managed as an administrative use only to provide access to a gas pipeline corridor.	Administrative Use Only	B1, C1
Monte Cristo Pit Dispersed	20112	0.1 mile	This existing road will be managed as open to provide access to an existing gravel pit and private land to the north.	Open to Motorized Use	D1
Eli Ridge	20202	0.6 mile	This is identified as a seasonal road in the 2004 Travel Plan. A portion of the existing road will be managed as an open road to provide access to dispersed campsites.	Open to Motorized Use	C1, C2, D1
		1.3 mile	This is identified as a seasonal road in the 2004 Travel Plan. The segment east of the dispersed sites will be closed to public use and reclaimed.	Close and Reclaim	D1
Dairy 2	26732	0.5 mile	This existing road will be managed as a new open road to provide access to the new Dairy 2 gravel source.	Open to Motorized Use	E2
Sylvia Overlook	26712	0.8 mile	This existing road will be managed as a new open road to provide access to an overlook and dispersed campsites.	Open to Motorized Use	C2
Baldy Ridge	26708	0.4 mile	This existing road will be managed as open with a seasonal closure and be managed in conjunction with the Baldy – Wheeler Creek Road (20071). Baldy Ridge will remain gated at its intersection with private land to the east.	Open to Motorized Use with Seasonal Closure	E2
Monte Cristo Peak	20066	0.27 mile	This road will continue to be managed as an administrative access to the permitted electronic site.	Administrative Use Only	C2
Dairy Wash ATV Trail	xx14	1.07 miles	This is a new ATV trail to be built near State Highway 39 to connect Dairy Ridge road (20067) and Wasatch Ridge road (20068).	Open to Motorized Use	C2
Harriet Spring 1	xx35	0.06 miles	A short section of this road from SR 39 to dispersed camps will be managed as open to motorized use.	Open to Motorized Use	C2
Harriet Spring 2	xx37	0.09 miles	A short section of this road from SR 39 to dispersed camps will be managed as open to motorized use.	Open to Motorized Use	C2
Harriet Spring 3	xx38	0.03 miles	A short section of this road from SR 39 to dispersed camps will be managed as open to motorized use.	Open to Motorized Use	C2
Wasatch Dispersed	26733	0.8 mile	This road will be managed as a new open road to provide access to dispersed camp sites and a water development.	Open to Motorized Use	C2, C3
Wasatch Hunting Camp	20222	0.08 mile	This road will be managed as a new open road to provide access to dispersed camp sites and a water development.	Open to Motorized Use	D3, D4

Dry Mitchell ATV trail	xx13	1.78 miles	This is a new ATV trail that will be built to connect Dry Bread Dispersed area (20166) to Mitchell Hollow ATV trail (6619).	New Motorized Trail	B2, C2
Dry Bread ATV	6324	0.76 mile	The open ATV trails shown on the 2004 Travel Plan map are incorrectly drawn and will be corrected.	Map Correction	B2
Dry Bread Loop trail	xx11	0.4 mile	Approximately 0.3 mile of this route exists on the ground and will be added to the system as a motorized trail. Approximately 0.1 mile of new motorized trail will be built to provide a better highway crossing to access the Dry Bread area.	Open to Motorized Use	B3, C2
Dry Bread Upper	20107	1.4 mile	This is an existing classified road that will be managed as a new motorized trail.	New Motorized Trail	B3, C3
Powerline Overlook	26019	0.15 mile	This is a system road that will be managed as open to motorized use.	Open to Motorized Use	C2
Powerline Spur	26711	0.43 mile	This road will be managed as open to motorized use to provide access to dispersed camping sites.	Open to Motorized Use	C2
Blue Bell Flat	20201	0.5 mile	This northern segment will continue to be managed as open to motorized use as designated in the 2004 Travel Plan.	Open to Motorized Use	C3
		0.6	This southern segment of road is open in the 2004 Travel Plan. This will be closed and managed as part of Blue Bell Springs trail (6099). A permanent barrier will be built at the existing gravel pit.	Close and Reclaim	C3
Middle Ridge Power Line	6317	Xx mile	This will continue to be managed for administrative use.	Administrative Use Only	C2, D2, E2
<b>South Fork Analysis Area</b>					
<b>Name</b>	<b>Route</b>	<b>Mileage</b>	<b>Route Disposition</b>	<b>Designation</b>	<b>Map Coordinate</b>
Camp Red Cliff	20191	1.13 mile	This road will be gated and managed as an administrative use only road. The new gate will be located at the junction of the Lower Meadows Campground road (20076). The gate and road will be included in the three Special Use permits that use this road (Camp Red Cliff, Camp Beaver, Jones road use).	Administrative Use Only	F1
<b>Ogden Front and Pineview Reservoir Analysis Area</b>					
<b>Name</b>	<b>Route</b>	<b>Mileage</b>	<b>Route Disposition</b>	<b>Designation</b>	<b>Map Coordinate</b>
Skyline Trail	6001	9.26 miles	This section of the Skyline Trail from North Ogden Divide south will continue to be managed as a single track motorized trail no seasonal closure. See the Willard and Public Grove Analysis Area regarding the disposition of the Skyline Trail north of North Ogden Divide.	Open to Motorized Use	B2, B3, C3, C4
Uintah Highlands Water System	xx22	0.58 mile	Will continue to be managed as administrative use only road. It is a spring development road currently permitted on National Forest.	Administrative Use Only	A7
<b>Willard and Public Grove Analysis Area</b>					
<b>Name</b>	<b>Route</b>	<b>Mileage</b>	<b>Route Disposition</b>	<b>Designation</b>	<b>Map Coordinate</b>
Willard Mountain	20084	7.8 mile	This section from Brigham Face Wildlife Management Area in the north to the junction with Grizzly Peak Road (20091) will remain an open system road as designated in the 2004 Travel Plan.	Open to Motorized Use	C2, B3
		4.0 miles	This section from Grizzly Peak 4x4 (20091) south to Willard Mountain (approximately 4.0 miles) will become a new seasonal closure from approximately November 15 <sup>th</sup> until June 15 <sup>th</sup> to protect wildlife habitat. A gate will be installed just south of the intersection with Grizzly Peak 4x4 (20091). This section is an open system road in the 2004 Travel Plan.	New Seasonal Closure	C2, B3, B4

Dock Flat Complex	26010	0.8 mile	This western section is located north of the Brigham City well site and west of the Willard Mountain Road (20084). This section will be managed as an administrative use only road. It will provide Brigham City vehicle access for maintenance of their infrastructure.	Administrative Use Only	C2
		0.3 mile	This eastern section is generally located east of Box Elder Creek. This section will have two distinct groups of dispersed campsites associated access roads open to motorized use on either side of Willard Mountain Road (20084).	New Open Road and associated dispersed campsites	C2
Upper Dock Flat	xx29	0.23 miles	Existing road to be added to the system to be managed as open to motorized use to provide access to dispersed camp sites.	New Open Road	C2
Mantua Church Camp	xx31	0.6 mile	This western section is located between Willard Mountain Road (20084) to the west and private land on the east. This is an existing road within the Ogden Ranger District and also a Box Elder County road. The section will continue to be managed as designated in the 2004 Travel Plan. A temporary gate was installed to close this route at the junction of the Willard Mountain Road (20084) but allow the Church Camp users access.	Open to Motorized Use	C2
		0.3 mile	The eastern section of this road is on an isolated parcel of the Ogden Ranger District between Willard and Public Grove that was acquired by the National Forest in 1999. A new gate will be installed in the north to close this route from approximately November 15 <sup>th</sup> to June 15 <sup>th</sup> .	New Open Road with Seasonal Closure	C3
Perry Reservoir	20070	0.18 miles	This road will be managed as an administrative use only road.	Administrative Use Only	B3
Grizzly Peak 4x4	20091	1.49 mile	This road will be closed to motorized use. If needed, either a gate or natural barrier could be built in the beginning of the route as determined in subsequent NEPA analysis.	Close and Reclaim	B3
West Fork Willard Canyon	6323	1.51 mile	This route will be closed to motorized use.	Closed to Motorized Use	A4, B4
Willard Lake Trail	6090	0.6 mile	This route will continue to be managed as a motorized trail as designated in the 2004 Travel Plan.	Motorized Trail	B4
Sink Hole Loop	26012	0.84 mile	This existing road will be managed as a new open road with seasonal closure. A gate currently exists on the south end (near the junction with Three Mile (20113)). A new gate will be installed at the north end of the route, at the property boundary. This route will not be opened to public use until season gates are in place on both ends.	New Open Road with Seasonal Closure	D2
Three Mile	20113	3.0 mile	This road is managed as open in the 2004 Travel Plan. It will be gated and seasonally closed from approximately November 15 <sup>th</sup> to June 15 <sup>th</sup> .	New Seasonal Closure	D2, E2
Public Grove 4x4	20220	2.59 miles	This eastern section of route is managed as open in the 2004 Travel Plan. It will be managed as a new motorized trail with seasonal closure from November 15 <sup>th</sup> to June 15 <sup>th</sup> .	New Motorized Trail with Seasonal Closure	D3, E3
		1.85 miles	This western section of route incorporates an unauthorized road that extends to the Forest boundary. It will be managed as a new motorized trail with seasonal closure from November 15 <sup>th</sup> to June 15 <sup>th</sup> .	New Motorized Trail with Seasonal Closure	E3
Public Hollow Loop 4x4	20092	0.8 mile	This section of road runs north from the junction with Public Grove 4x4 (20220) and is open in the 2004 Travel Plan. This section will be seasonally closed from November 15 <sup>th</sup> to June 15 <sup>th</sup> .	Open Road with Seasonal Closure	E3, E4
		1.01 mile	This section of road runs south from the junction with Public Grove 4x4 (20220) and is managed as administrative use in the 2004 Travel Plan. The southern portion will remain closed to motorized use.	Close and Reclaim	E4
Jensen Ranch 4x4	20114	0.41 mile	This road will be gated at the north end and managed as an administrative use only.	Administrative Use Only	E3, E4

Inspiration Point	6091	0.4mi	This route will be closed to motorized use and managed as a non-motorized trail.	Closed to Motorized Use	B4
Skyline Trail	6001	10.5 miles	This segment from North Ogden Divide to the junction of Inspiration Point (6091) is designated as motorized trail in the 2004 Travel Plan. This segment will be seasonally closed to motorized use from mid-November until July 15 <sup>th</sup> each year. See the South Fork and Pineview Reservoir Analysis Area regarding the disposition of the Skyline Trail south of North Ogden Divide.	New Seasonal Closure	B4, B5, C5, C6, D6
		0.39 miles	This northern segment from the junction of Inspiration Point (6091) to the Willard Lake Trail (6090) will continue to be designated as a motorized trail as identified in the 2004 Travel Plan.	Open to Motorized Use	B4

## B. Specific Decisions and Rationale on Selected Routes of Particular Public Interest

- a. **Mantua Area** – One of the more controversial aspects of this Travel Plan Revision involves a network of roads and trails that are generically referred to as the Mantua loop trail (See FEIS Section 3.9.2). This 25 mile long route consists of segments of road and motorized trail that traverse both public and private lands east of Mantua in both Box Elder and Cache Counties. Those segments located on National Forest System lands are depicted on the attached Willard and Public Grove Analysis Area map.

- i) It is my Decision to change the designation of the **Public Hollow Loop 4X4** (20092) as follows:

- a. The segment from its northern junction with the Avon-Liberty Road to its junction with the Public Grove 4x4 East (20220) will no longer be managed as a designated road. It will now be managed as a designated motorized trail with seasonal closure. This represents the only change from the previous 2006 Record of Decision. As soon as a funding source can be identified the Forest Service will begin the process of stabilization, repair and reclamation on areas that have been damaged by “mud bogging”.

Rationale: I have decided to change the designation of Public Grove 4x4 East (20220) from open road to a motorized trail because I feel this is our best opportunity to eliminate the “mud bogging” damage that is occurring during wet periods by full-sized four wheel drive trucks. This route will be seasonally closed from approximately November 15 to June 15 to protect wildlife habitat, soil and water resources.

- b. The segment from its southern junction with the Avon-Liberty Road to its junction with the Public Grove 4x4 East (20220) will be closed to motorized use.

- ii) It is my decision to change the designation of the **Public Grove 4X4** (20220) as follows:

- a. From its junction with the Public Hollow Loop (20092) to just west of the Honey Bee mine it will be managed as a motorized trail (20220) with seasonal closure.
- b. From the Honey Bee Mine to just west of the boundary between Cache and Box Elder Counties it will be managed as a motorized trail (20220) with seasonal closure.
- c. From the boundary between Cache and Box Elder County where it intersects with an unauthorized route that turns south to its junction with private land in section 24 (T8N, R1W) it will be added to the system as a new motorized trail

(20220) with seasonal closure. The Forest Service will continue to work with Box Elder County and the private land owners in this area to find a trail location that will meet long term goals for this route. If an appropriate route is located on the ground that involves National Forest System lands and a funding source can be secured for such an undertaking the project could be considered in a future environmental analysis.

Rationale: The Public Grove 4x4 (20220) described above currently exists on the ground as a usable route. Opening this route is consistent with the recommendations made by the Box Elder County Access Committee and a decision made by the Box Elder County Commission (Resolution 04-13, May 24, 2004). This route will be seasonally closed from approximately November 15 to June 15 to protect wildlife habitat, soil and water resources.

If for whatever reason the Box Elder Commission was to vacate their decision of May 24, 2004 I will rescind the motorized trail (20220) portion of the Selected Action and I will prohibit motorized and mechanical use on this route in accordance with Forest Plan Standard 19.

- iii) Recent Court action has occurred to determine the status of the route north and west of the **Sink Hole Loop Road (26012)**. The Property Rights Ombudsman has determined that the route through private land is a Box Elder County road but to protect resources it will be managed with a season closure from November 15 to July 15. My decision is to designate the Sink Hole Loop Road (26012) on NFS connecting to the county road as open to motorized use with a seasonal closure from approximately November 15 to July 15 to match the court decision.

Rationale: This route currently exists on the ground and adding it to the District's system of open roads is consistent with the recommendations made by the Box Elder County Access Committee and the decision made by the Box Elder Commission (Resolution 04-13, May 24, 2004). The segment of this route located on private land in Cache County is also considered to be a public route (Cache County, February 26, 2006). The entire route will be seasonally closed to motorized use to protect domestic and wildlife habitat as well as soil and water resources.

- iv) It is my decision to add the **Mantua Church Camp (xx31)** to the system of classified roads and designate it as an open road with seasonal closure from approximately November 15 to June 15.

Rationale: This route currently exists on the ground and designating it open to motorized use is consistent with the recommendations made by the Box Elder County Access Committee and the decision made by the Box Elder Commission (Resolution 04-13, May 24, 2004). The route will be seasonally closed to protect wildlife habitat and soil and water resources.

If for whatever reason the Box Elder Commission was to vacate their decision of May 24, 2004, I will rescind this portion of the Selected Action and I will prohibit motorized and mechanical use on this route in accordance with Forest Plan Standard 19.

- b. **Pete's Hollow Trail** – It is my decision to retain the existing closure of the Pete's Hollow Trail (26022) to motorized use.

Rationale: The trail connects to adjacent lands managed by the Utah Division of Wildlife Resources. The Utah Division of Wildlife does not have an existing motorized



transportation plan for their land. Closing the Pete's Hollow Trail is supported by the state in that it would prevent unauthorized access to the Brigham Face Wildlife Management Areas from the adjacent National Forest.

During this analysis we have received substantial comment and interest from Brigham City regarding their desire to have an ATV trail link between the City and the National Forest. The Forest Service is committed to working in the future with the Utah Division of Wildlife Resources to determine whether or not such a link is feasible upon their initiation of a transportation plan for the Brigham Face Wildlife Management Area.

- c. **Skyline Trail** – It is my decision to allow single-track motorized use (motorcycles only) to continue along the Skyline Trail (6001) but I feel that it is necessary to seasonally restrict motorized access from the North Ogden Divide Road to the junction of Inspiration Point Trail (6091). The November 15 to July 15 seasonal closure is needed to provide additional protection to the Willard Peak mountain goat herd during the kidding period.

The northernmost section of the Skyline Trail from Inspiration Point Trail (6091) to the Willard Lake Trail (6090) will be designated as a motorized trail. The range of alternatives for this northernmost section considered both non-motorized and motorized trail designations. This segment of trail is connected to the larger transportation system via seasonally closed motorized routes to the north and south. Thus motorized access on this segment will be limited because it is bounded on either end by seasonally restricted motorized routes. This designation will provide additional protection to the Willard Peak mountain goat herd during the kidding period.

Rationale: The Skyline Trail has been open to motorized use (motorcycles only) since the mid-1970's. In fact, it is the only single track motorized trail opportunity permitted under the current travel plan. In 1994, the Utah Division of Wildlife Resources introduced six mountain goats in the vicinity of Willard Peak and in 2004 the population was estimated to be 130 animals. While the introduction has certainly been successful from the standpoint of population increase, it is also a cause for concern because mountain goat populations are known to quickly crash when their existing habitat becomes depleted (See 4.6.3.1 Mountain Goats). Wildlife biologists from the Forest Service and the Utah Division of Wildlife Resources are working together on making recommendations to the Regional Advisory Committee to adjust harvest numbers for the Willard Peak herd and to begin vegetation surveys to better determine habitat conditions.

It is not clear whether or not mountain goats are native to our area or even to the state of Utah and while they have no special protection or status as a threatened, endangered or sensitive species I do know that outdoor enthusiasts enjoy viewing them and simply knowing that they are there. It is my hope that on years with normal snowpack the disruption this seasonal closure will cause to motorcyclists will be minimal. I believe adding the seasonal closure to the majority of the Skyline trail during the kidding period is a reasonable step to help survival of the young goats while still providing for this outstanding motorized recreation experience.

- d. **Dock Flat Complex (26010)** – It is my decision to designate an existing unauthorized roadway that consists of two segments. In my decision, I am adding a segment to the system of motorized access for administrative use only to provide Brigham City with vehicle access for maintenance of their infrastructure. The eastern segment is an existing section of braided roadway located on either side of Willard Mountain Road (20084) that has provided access to unmanaged dispersed camping sites in the Dock Flat Concentrated Use Area. In my decision, I am adding the entire roadway to the system of open roads.

Rationale: I have considered new information and changed circumstances in my decision to apply administrative use and new motorized trail designations. My decision to add the segment for administrative use is necessary to meet the needs for Brigham City to maintain their infrastructure. My decision to add the segment on either side of Willard Mountain Road is necessary to implement the recreation use of dispersed camping sites at Dock Flat.

I have decided not to designate the section from Brigham City Spring south (within the Box Elder Creek drainage) as new motorized trail, which is a change from the 2006 ROD. I feel this decision strikes a balance between protection of natural resources in the Box Elder Creek drainage while continuing to provide motorized access to the Perry Reservoir area and south via Willard Mountain Road.

- e. **Devils Hole Canyon ATV (xx30)** – It is my decision to authorize construction of 1.8 miles of new motorized trail that will connect the Dock Flat Concentrated Use Area to the Mantua Church Camp Road (xx31).

Rationale: This new trail is located within a semi-primitive motorized Recreation Opportunity Spectrum. By providing a managed motorized trail experience riders will be more likely to stay on designated routes. This trail will provide a quality motorized trail experience.

- f. **Inspiration Point Trail (6091)** – It is my decision to manage approximately 0.4 mile of this existing route as a non-motorized trail.

Rationale: Designating this as a non-motorized trail maintains the roadless values of the Willard Roadless area and provides additional protection to the Willard Peak mountain goat herd during the kidding period. Upon further review of the current condition, it is my conclusion that the topography is not conducive to designation and retention of a motorized trail. Moreover, the inclusion of the Inspiration Trail as a motorized trail is not necessary to provide a linkage between the Skyline Trail (6001) and the Willard Mountain Road (20084).

- g. **Box Elder Creek ATV Trail (xx34)** – It is my decision not to designate this trail for motorized use.

Rationale: This is located in the Willard Roadless area and there is no evidence of this segment existing on the ground. Upon further review of the current condition, it is my decision to remove this trail from consideration thereby maintaining the roadless value of the area.

- h. **Willard Lake Trail (6090)** – It is my decision to designate this existing trail, including a segment that accesses Willard Lake, as a motorized trail.

Rationale:

The inclusion the Willard Lake Trail and its connection to the Skyline trail is necessary in order to provide linkage between the Skyline Trail (6001) and the Willard Mountain Road (20084). While this trail is located in the Willard Roadless area it is within a semi-primitive motorized Recreation Opportunity Spectrum setting and will have a minimal impact on roadless values.

### C. Seasonal and Other Gated Closures

It is my Decision to implement a series of seasonal and other closures by installing gates on certain roads and motorized trails. These are designed to protect soil, water, and wildlife resources against impacts during periods when they are most vulnerable. Gates will be installed and closures will be enforced on the

following roads and motorized trails:

- a. Baxter Sawmill 2 (26994) will be a new open road on the Travel Plan but it will have one new gate installed and be and seasonally closed from approximately November 15<sup>th</sup> to June 15<sup>th</sup> to protect elk wintering habitat.
- b. Mantua Church Camp road (xx31) will have one new gate installed and be seasonally closed from approximately November 15<sup>th</sup> to June 15<sup>th</sup> to protect wildlife habitat and minimize damage to the road surface during the wet periods of the fall and spring. The gate location will be coordinated with Box Elder County and the private landowners.
- c. Sink Hole Loop (26012) one new gate will be installed and it will be seasonally closed from approximately November 15<sup>th</sup> to July 15<sup>th</sup> to protect domestic and wildlife habitat (sharp-tail grouse and sage grouse) and to protect the road surface during the wet periods of the fall and spring.
- d. Three Mile road (20113) one new gate will be installed and it will be seasonally closed to protect the road surface during the wet periods of the fall and spring from approximately November 15<sup>th</sup> to June 15<sup>th</sup>. The gate location will be coordinated with the private land owners.
- e. Public Hollow Loop (20092) will be seasonally closed to protect wildlife habitat and the road surface during the wet periods of the fall and spring from approximately November 15<sup>th</sup> to June 15<sup>th</sup>.
- f. Public Grove 4x4 (20220) will be seasonally closed to protect wildlife habitat and the road surface during the wet periods of the fall and spring from approximately November 15<sup>th</sup> to June 15<sup>th</sup>.
- g. The Willard Mountain Road (20084) will be gated and seasonally closed near the junction of the Grizzly Peak 4x4 road (20091) to protect mountain goat kidding habitat from approximately November 15<sup>th</sup> to July 15<sup>th</sup>. The specific dates of the seasonal road closure may be adjusted at a future date to be consistent with the recommendations that are anticipated from the on-going mountain goat habitat study that is being initiated by the Division of Wildlife Resources.
- h. Skyline Trail (6001) will be closed to motorized use from North Ogden Divide to Inspiration Point Trail (6091) from approximately November 15<sup>th</sup> to July 15<sup>th</sup>. The specific dates of the seasonal road closure may be adjusted at a future date to be consistent with the recommendations that are anticipated from the on-going mountain goat habitat study.
- i. Six Bit Road (20144) will be gated for administrative use only.
- j. Dry Fork (20162) will be gated and managed as a closed road.
- k. Zion Springs (20221) will be gated and a portion managed for administrative use only.
- l. Longhurst Spring (26980) will be gated and managed for administrative use only.
- m. Dry Canyon (26983) will be gated and managed for administrative use only.
- n. Jensen Ranch 4x4 (20114) will be gated and managed for administrative use only.
- o. Otter Creek Private (xx36) will have one gate installed at both ends and managed for administrative use only.
- p. Nick Reservoir (26979) will be gated and managed for administrative use only.
- q. Pole Hollow (26109) will be gated and managed for administrative use only.
- r. Camp Red Cliff (20191) will be gated and managed for administrative use only.

Rationale: By requiring seasonal restrictions in selected areas for wildlife, protection will be provided for sharp-tail grouse, sage grouse, mountain goat and elk during those times of the year when stress caused by motorized access can affect survival. Some soils which can bear relatively

high traffic when dry are vulnerable to rutting and erosion when wet. Wet routes lead to the development of parallel routes created by users going around mud or water. Roads managed for administrative use will be gated.

Upon further consideration of new information, I have decided not to relocate the Eli Ridge (20202) gate to the start of the new closed route which is a change from the 2006 ROD. The original gate in on Eli Ridge has been removed and I feel that reclamation and placement of natural barriers will be sufficient to maintain the closure. The existing horse panel gate located near the Red Cliff Campground is inadequate to use at the new proposed location, therefore it is my decision to install a new gate at the junction of the Lower Meadows Campground Road (20076).

Additionally, my decision corrects an error in the description of the Sink Hole Loop (20620) gates referred to in the 2006 ROD. A gate currently exists on the south end (near the junction with Three Mile (20113)). A new gate will be installed at the north end of the route, at the property boundary.

#### **D. Concentrated Use Area Improvements**

It is my Decision to approve development of concentrated use areas at Dock Flat and Dry Bread as outlined in FEIS 2.5.2 Concentrated Use Areas and Dispersed Recreation Sites. Specific information and maps detailing the features of the Dock Flat and Dry Bread sites are included in Appendix C of the FEIS.

The Dock Flat Concentrated Use area is located on the lower Willard Mountain Road (20084) and is depicted on the Willard and Public Grove Analysis Area Map in the vicinity of coordinate C2. The Dry Bread Concentrated Use area is located just off Highway 39 on the Monte Cristo and Curtis Analysis Area map in the vicinity of B2. Both areas are popular dispersed camping sites used primarily by ATV enthusiasts. Traffic counter data collected at Dock Flat during the summer of 2007 showed extremely heavy use on weekends in general and holiday weekends in particular. Over the years there has been damage in the form of soil compaction, loss of vegetation and loss of aesthetic appeal. The actions I am approving in this Decision are disclosed in detail in Appendix C in the FEIS.

Rationale: These improvements are needed to provide site hardening and to focus dispersed camping into designated sites. Levels of motorized trail management as depicted in the alternatives will be used to accommodate and control the volume of ATV traffic occurring at either of these locations. These improvements and associated reclamation will restore vegetation, reduce erosion and improve the general aesthetics of the area.

#### **E. Gravel Sources**

It is my decision to approve the development of two new gravel sources as described in FEIS 2.5.4 Gravel Sources. These sites are non-commercial and will be developed solely for the purpose of providing gravel surfacing for Forest roads. Prior to development, each site will be surveyed for the presence of rare plants (Forest Botanist) and heritage resources (Forest Archeologist). If the impacts to either of these resources cannot be either mitigated or avoided, the site(s) will not be developed.

- a. The first is located at the end of the Dairy 2 (26732) and is depicted on the Monte Cristo and Wheat Grass Analysis Area map in the vicinity of coordinate E2.
- b. The second is located on the Red Spur Electronic Site Road (20218) and is depicted on the Curtis Creek Analysis Area Map in the vicinity of coordinate D3.
- c. Each site will be less than one-half acre in size and once the gravel has been removed each will be rehabilitated and seeded with native vegetation.
- d. Each site will be evaluated for the potential spread of noxious weeds and a control plan will be developed and implemented.

Rationale: The extracted material will be used to provide gravel surfacing on existing Forest roads. The placement of gravel material on road surfaces is a common practice and is integral to

reducing the occurrence of rutting and erosion.

#### **F. Projects Involving New Construction**

It is my decision to require a “pre-work” botanical and archeological survey of all projects included in implementation of the Selected Action that involve new construction. If it is determined that rare plants or significant heritage resources are present and that impacts from implementation cannot be avoided or mitigated the projects will not be initiated without additional environmental analysis. The following projects are included:

- a. Tilda Spring 3 (xxx4)
- b. Dairy Wash ATV (xx14)
- c. Dry Mitchell ATV (xx13)
- d. Lower Dry Bread ATV (xx11)
- e. Devils Hole ATV (xx30)
- f. Boundary Springs ATV Re-alignment (26736)
- g. Buck Spring Road Re-alignment (20197)
- h. Dairy 2 Gravel Source
- i. Red Spur Gravel Source
- j. Dock Flat and Dry Bread Concentrated Use Areas

#### **G. Administrative Use**

Access for permitted activities on NFS lands is independent of general public access. Individuals or groups with special use permits are allowed to conduct business within the terms and conditions of their permits. The Forest Service controls when and how access is achieved through approval of annual operating plans. It is the responsibility of each permittee to adhere to the terms and conditions of their permit. Where permittee access requirements are not a part of a special use permit, and require reconstruction of existing routes, a Road Use Permit or Road Use Easement may be required that directs actions and responsibilities of the permittee (FSM 2355.32).

Access routes available to permittees, but otherwise closed to public motorized use will be gated closed or signed accordingly.

With prior Forest Service approval, or in the event of emergency fire suppression activities or a life threatening situation permission may be given to any federal, state, tribal or local official exempt from prohibitions on motorized access while in the performance of an official duty (36 CFR 261.50(e), FSM 2355.32). Use of motorized equipment in the South Fork Recommended Wilderness requires Forest Supervisor permission and is only granted in extraordinary circumstances.

Forest Service personnel may be allowed administrative motorized access of any route, area, or land for the purpose of protection or management of forest resources (South Fork Recommended Wilderness excluded).

#### **H. R.S. 2477 Roads**

My decision is made with the understanding that individuals and entities may have established valid rights under R.S. 2477. When there is an assertion that there is a non-federal property interest, such as a right-of-way under R.S. 2477, an in-holding, or other such interest (including easements) that may be impacted by Forest Service management activities, the Forest Service will evaluate the assertion and give due consideration to any valid existing property right that may exist (Forest Plan 4-53). My decision will not negate or infringe on any valid rights. Forest Service regulation of occupancy occurring under valid rights

will be consistent with applicable law.

### **I. Dispersed Camping**

It is my decision to allow limited use of motor vehicles within 150 feet of designated roads for direct access to dispersed camping sites. Vehicle access will be conditioned by prohibitions in 36 CFR 261 part A to protect resources. Dispersed camping along open roads and motorized trails in the General Forest Area or within the Concentrated Use Areas will be closely monitored to identify the impacts of motor vehicle use. Those campsites that do not have an acceptable access route will be closed and restored as appropriate based on resource concerns. The District will prioritize the removal of dispersed campsites and installation of physical barriers to eliminate crossing live streams and where motor vehicle use will result in damage to vegetation, wet meadows, riparian areas or other sensitive resource concerns.

### **IV. Required Mitigation and Monitoring**

The mitigation measures outlined in Appendix D of this Record of Decision will be applied as appropriate. These mitigation and monitoring standards are included as a part of the final decision.

The Standards and Guidelines described in Chapter 1 of the FEIS will be applied. Best Management Practices (BMP's) addressing soil, water, and noxious weeds will be applied to all construction or maintenance of roads, motorized trails, gravel source developments and route closures.

All projects involving new construction or realignment will be reviewed prior to ground disturbance by both the Forest Botanist and the Forest Archeologist. If impacts to rare plants or significant heritage resources cannot be avoided or mitigated, the projects will not be implemented without additional environmental analysis.

The Revised Wasatch-Cache Forest Plan (Forest Plan EIS 4-104 — 4-117) includes a protocol for monitoring activities that are tied closely to key goals and objectives. The Forest is required to complete an annual monitoring report but actual budget levels and funding mixes will affect accomplishment. For this reason we will reach out to user groups, members of the environmental community and other partners to assist us in this effort. Forest Plan level monitoring that will be incorporated into the management of our roads and motorized trails include the following activities:

- Education-Information: Are we delivering key education/enforcement messages? (Forest Plan EIS 4-107)
- Are these messages effective? Do they provide resource protection and/or reduce recreation conflicts? (Forest Plan EIS 4-107)
- Are we providing recreation opportunities for both motorized and non-motorized users while protecting and restoring watersheds and providing for needs of wildlife? Are conflicts between users being reduced? (Forest Plan EIS 4-108)
- Are there a variety of quality recreation opportunities available? (Forest Plan EIS 4-108)
- Are users complying with Travel Management Plans? (Forest Plan EIS 4-108)
- Are users helping to prevent or reduce their impacts, staying on designated routes? (Forest Plan EIS 4-108)
- Are noxious weed infestations increasing or decreasing in number and size relative to implementation of the travel management plan? (Forest Plan EIS 4-110)
- Are we managing concentrated use areas to provide for recreational amenities while meeting standards and guidelines for resource protection? (Forest Plan EIS 4-111)
- Are we working with the public and other agencies to complete trails using partnerships and grants as much as possible? (Forest Plan EIS 4-112)

- Are we minimizing impacts to big game winter range, adjacent property owners, and Wilderness? (Forest Plan EIS 4-112)
- Are forest management actions affecting Management Indicator Species (MIS) and what are the population trends and habitat relationships? (Forest Plan EIS 4-113)
- Are the trends in populations and habitat reflective of species trends in general? (Forest Plan EIS 4-114)
- Are we protecting Threatened and Endangered species and their habitat? (Forest Plan EIS 4-114)
- Are we implementing terms and conditions, mitigation measures, BMP's, standards and guidelines, and are these effective on new and where appropriate, existing projects? (Forest Plan EIS 4-115)
- Are cultural resources being protected and are mitigation measures sufficient to prevent damage to cultural resources from project activities?

## **V. Public Involvement**

An important aspect of the environmental analysis process is the participation of the public and other agencies in identifying issues and concerns regarding the potential impacts of a proposal. The issues and concerns are then considered in developing alternative ways of meeting the proposal's purpose and need.

### Mailings

On July 18, 2003, the Forest Service released a scoping document announcing a proposal to update the Ogden Travel Plan. The document detailing a proposed action was sent to nearly 200 individuals, organizations, and agencies on the Ogden Ranger District mailing list. At the conclusion of the scoping period on August 22, 2003, over fifty responses to scoping were received that included detailed comments, a variety of concerns, and suggestions about the proposal.

Subsequently, the Forest Service responsible official determined that the project could have significant effects on the human environment that warranted elevating the analysis to an environmental impact statement ("EIS"). A Notice of Intent ("NOI") was published in the Federal Register on March 31, 2004 that reopened scoping through April 30, 2004. The Ogden Ranger District sent out a newsletter in April 2004 to update the recipients of the scoping letter on the project, identifying preliminary issues and alternatives, and of the intent to produce an EIS. The original scoping responses received during July-August 2003 were accepted in the EIS process.

On December 27, 2004, approximately 140 printed copies and 250 compact discs of the Draft Environmental Impact Statement ("DEIS") were mailed to interested parties. The release of the DEIS was followed by a period of briefings, meetings, and field trips to gather comments from the public and interested local groups. A Notice of Availability ("NOA") for the DEIS was published in the Federal Register on January 14, 2005. On January 24, 2005, an additional letter was sent to each party extending the comment period and including a list of corrections. An Amended Notice was published in the Federal Register on February 4, 2005 and again on February 18, 2005 extending the opportunity to comment an additional 30 days. An open house was conducted on February 10, 2005 at Ogden Union Station; the meeting had sixty-two citizens who signed the entry log. Legal Notices for the DEIS were printed in the Standard Examiner on January 21, 2005 and February 25, 2005. One hundred and twenty four written comments were received which contained nearly five hundred and seventy separate comments.

Two field trips were made to the Mantua Loop Trail in October 2005. Attendees included representatives from the private land owners, Mantua City, Brigham City, Ogden Chapter of the Sierra Club, Box Elder County Commission, Box Elder County Sheriff's Department, Cache County, Cache County Sheriff's Department, Utah Division of Parks and Recreation, Utah Division of Wildlife Resources, and the Forest Service.

Following the comment period, the Forest Service issued the Ogden Ranger District Travel Plan Revision Record of Decision and Final Environmental Impact Statement ("ROD/FEIS") in March 2006. The decision for the project was appealed by four separate parties. After review, the appeal deciding officer reversed the ROD/FEIS based on her finding that the environmental analysis and supporting information in the project record were not adequate to support the decision in regard to cumulative effects analysis.

In response to the decision, the Forest Service initiated additional analysis through a supplemental environmental impact statement. A NOI to prepare a Supplemental EIS ("SEIS") to the Ogden Ranger District Travel Plan Revision FEIS was published in the Federal Register on July 24, 2006.

The Forest Service created a Draft SEIS ("DSEIS") which was issued on March 27, 2007. A NOA for the DSEIS was published in the Federal Register on April 6, 2007. Legal Notices for the DSEIS were printed in the Standard Examiner on May 9, 2007. Twelve letters containing two hundred and fourteen written comments were received and were incorporated into the project record.

The Forest Service issued the Ogden Ranger District Travel Plan Revision Record of Decision and Final Supplemental Environmental Impact Statement ("ROD/FSEIS") on September 12, 2007. The NOA was published in the Federal Register on October 12, 2007. The ROD/FSEIS replaced discrete sections of the ROD/FEIS, rather than replacing it in its entirety, and provided additional information to augment analysis in the FEIS. The decision was successively appealed, affirmed by the appeal deciding officer, and implemented.

After denial of the appeal, legal action was taken against the Forest Service on September 30, 2009. As a result of litigation, on March 7, 2012, the U.S. District Court issued a decision order. The court instructed the Forest Service to address deficiencies in the ROD/FEIS, specifically: (1) provide notice of available support for the public to understand information cataloguing illegal routes; (2) support adequately its assumptions about the impacts of illegal user-created routes; and (3) explain explicitly its evaluation of the cumulative impacts of its decision on the Shoshone Trail System.

In response to the court order, the Forest Service initiated a supplement to the Ogden Ranger District Travel Plan Revision FSEIS directed at addressing the court-identified deficiencies. A NOI to prepare a supplemental environmental impact statement to the FSEIS was published in the Federal Register on January 14, 2013.

The Forest Service issued a draft supplemental environmental impact statement ("draft SEIS") in September 2014. A NOA of the draft SEIS was published in the Federal Register on September 12, 2014. The Ogden Ranger District sent a public comment letter on September 15, 2014 to notify the plaintiffs on the availability of the draft SEIS and public comment period. A Legal Notice requesting comments on the draft SEIS was published in the Ogden *Standard Examiner* on September 16, 2014. The official 45-day comment period on the draft SEIS ended on October 27, 2014. Ten comments containing over two hundred specific written comments were received and were incorporated into the project record.

### Briefings

Twenty separate briefings or meetings were held with interested federal and state agencies, local governments, permittees, and interested local groups. This includes congressional staff, county commissions from Weber, Rich, Cache, and Box Elder, Shoshone Tribe representative, Utah Resource Development Coordinating Committee, and Division of Wildlife Resources.

### Newspaper

Newspaper articles on the intent and progress on the project work and subsequent letters to the editor on public issues were published on several occasions by the Standard Examiner (August 5, 11, 13, 25; and September 8, 2003). The Ogden Valley News published articles on the Travel Plan scoping and on OHV impacts in August and September 2003 (Francis, 2003). The Utah Chapter of the Sierra Club published an article on the Travel Plan Update in its September 2003 issue (Sierra Club, Vol. 36, No. 3, 2003). The



Ogden *Standard Examiner* published an article on the Ogden Travel Plan draft SEIS on November 5, 2014.

#### Field Trips

Two field trips were made to the Mantua Loop Trail in October 2005. Attendees included representatives from the private land owners, Mantua City, Brigham City, Ogden Chapter of the Sierra Club, Box Elder County Commission, Box Elder County Sheriff's Department, Cache County, Cache County Sheriff's Department, Utah Division of Parks and Recreation, Utah Division of Wildlife Resources, and the Forest Service.

#### Availability

The Forest Service website for the Uinta-Wasatch-Cache National Forest posted the entire document in .pdf format.

(<http://www.fs.usda.gov/projects/uwcnf/landmanagement/projects>). This is the URL location for the Final EIS and Supplemental EIS' documents and maps.

CDs or hardcopies of the DEIS, FEIS and FSEIS were made available from the Ogden Ranger District Forest Service office downtown Ogden, Utah.

## **VI. How Selected Key Issues Were Considered**

The interdisciplinary team identified issues to be addressed in the EIS based on input from the public, from other agencies, and internal comments. Initially, a large number of specific issues were identified. After reviewing each of the comments, a number of common themes began to emerge. FEIS Table 1.6.1 depicts the issues that were considered in this analysis. The same table also identifies the measurement indicators that were used to analyze and compare the effects of each alternative.

The significant issues that were used to guide the formulation of alternatives included effects on wildlife habitat, the regional wildlife corridor, roadless area values, and trail-based motorized recreation opportunities.

Motorized activities and routes may negatively affect wildlife habitat for selected species: In terms of affects to wildlife, my decision will improve habitat conditions in terms of both the physical environment (damage to habitat), and disturbance factors (motorized access) because it will restrict the use of motorized vehicles to designated routes. The protection of wildlife habitat from the effects of unmanaged motorized access has been a driving factor in the need for this decision. I believe that because the Selected Action provides a system of managed motorized routes (seasonal closures, signage and enforcement of rules) it moves habitat quality for all species of wildlife in a positive direction.

My Decision includes provisions for closure and reclamation of approximately 97 miles of unauthorized routes; 52 miles of system road will be managed as closed to motorized access a portion of which will be reclaimed; and 58 miles of open road will be managed for administrative use only. Relative to the other action alternatives, it reduces disturbance to more isolated areas thereby protecting elk habitat patch size. The Selected Action also provides improved habitat for important aquatic species by relocation of two motorized routes. My Decision also implements seasonal closures which will provide additional protection for sharp-tail grouse, sage grouse, mountain goats and elk at critical times of the year. I am also committed to provide better maps and signing of routes that are open to motorized use, and aggressively enforcing route closures.

Based on the analysis presented in FEIS -- Effects on Wildlife, in the FSEIS Cumulative Effects on Wildlife and the Biological Assessment/Biological Evaluation prepared for this project, I feel that while the Selected Action may impact individual species, it is not likely to adversely affect the lynx or bald eagle or

their habitat. Implementation of the Selected Action will have no effect on the yellow-billed cuckoo, the Ogden Rocky Mountain snail, or the black-footed ferret. Regarding sensitive species, I conclude that implementation of the Selected Action may impact individuals or habitats but it will not likely contribute toward Federal listing or cause a loss of viability to the population or species for the northern goshawk, flammulated owl, sage grouse, Columbia sharp-tailed grouse, wolverine or Bonneville cutthroat trout. I further conclude implementation of the Selected Action will result in no impact to the Townsend's big-eared bat, great gray owl, three-toed woodpecker, pygmy rabbit, boreal owl or spotted bat.

I believe the Selected Action provides the best balance between providing a mix of quality recreation experiences and wildlife protection.

The effect of motorized activities on the regional wildlife corridor: The effects of motorized activities on the regional wildlife corridor are presented in FEIS 4.6 Effects on Wildlife and FSEIS 4-14 Cumulative Effects on Wildlife. The effects of motorized activities on the regional wildlife corridor have been analyzed by comparing the density of open roads and motorized trails and human influence primarily in the Curtis, Monte and Causey analysis areas. I have also considered the road density information presented in FEIS Appendix B Table 1.

I have concluded that relative to the other alternatives the impacts to habitat for Canada lynx are moderate in the Selected Action. However, from the discussion presented in 4.6.3.3 of the FEIS, I find there is no evidence of lynx reproduction in Utah, and that no critical lynx habitat, no core areas, no provisional core areas, no secondary areas, and no peripheral areas for lynx were identified within the Ogden Ranger District. Additionally, the Lynx Conservation Strategy specifies that at this time there is no compelling evidence to suggest management of road density is necessary to conserve lynx. Relative to Alternatives 1, 3A, and 5, the Selected Action is comparable in terms of total miles of motorized access in primary and secondary lynx habitat. With respect to primary habitat within the Curtis and Monte analysis areas, the Selected Action is comparable to Alternatives 3, 3A, 4, and 5.

I have concluded that relative to the other alternatives the impacts to habitat for Grey wolf are high in the Selected Action. However, because the grey wolf is only a dispersing animal in Utah, there are no direct or indirect effects from any of the action alternatives.

For wolverine, the road density analysis was mixed. Rowland's model indicates that none of the alternatives exceed the critical road density threshold but another model (Carrol, et al, 2001) shows that relative to the other alternatives the Selected Action could have a moderate effect on the wolverine.

Based on this information and relative to the other alternatives, I believe the effects to the regional wildlife corridor of implementing the Selected Action will be similar to those of Alternatives 1, 3a, 4, and 5.

Access into inventoried roadless areas may negatively affect their identified values: I have reviewed the comments we received expressing concern over the negative effects of adding roads or motorized trails within inventoried roadless areas. I have also reviewed the comments we received from those that felt that motorized trails within roadless areas adds to the diversity of experience and are a legitimate use.

Since the Travel Plan FEIS and ROD were released in March 2006, the courts have provided new direction regarding the management of inventoried roadless areas. In September 2006, United States District Court for the Northern District of California enjoined the 2005 State Petitions Rule and reinstated the 2001 Roadless Rule including the Tongass Amendment in the consolidated cases California v. USDA and Wilderness Society v. USFS.

Under the 2001 Rule road construction and reconstruction and timber harvest is prohibited except under specified circumstances. The 2001 Rule stated management activities that do not require the construction of new roads will still be allowed including activities such as....off highway vehicle use when specifically permitted. Because in no alternative is a road to be constructed in an inventoried roadless areas nor is any timber harvest proposed, all alternatives are consistent with the 2001 Roadless Area Conservation Rule.

FEIS section 4.10.2 describes the methods and assumptions I considered in making my decision on the Selected Action. Following Regional guidance (Welsh, 2004) I considered the impacts of man-made structures or disturbances on roadless area values and how they might be affected as potential Wilderness and upon their inherent value as a roadless area.

The Ogden Ranger District contains seven inventoried roadless areas. Based on my decision on the Selected Action I have considered the following:

1. The management of the Rock Creek-Green Fork Roadless Area will not be changed. There will be no effect to existing roadless characteristics.
2. The management of the Upper South Fork Roadless Area will not change. It will continue to be managed as a recommended Wilderness with no motorized access. There will be no effect to existing roadless characteristics.
3. The management of the Burch Creek Roadless Area will not be changed. There will be no effect to roadless characteristics.
4. The Sugar Pine Roadless Area presently contains approximately 1.5 miles of unclassified road that will in time be closed and reclaimed. This will improve the roadless character of the area.
5. The Lewis Peak Roadless Area currently includes an 8.5 mile segment of the Skyline Trail (6001) which is a motorized trail open to motorcycles only. This trail has been in use since the late 1970's and it will be retained as a single track motorized trail in my decision. The area also includes segments of unauthorized trail that will over time be closed and reclaimed. There will be no effect to existing roadless characteristics.
6. The Mollens Hollow Roadless Area contains three general areas that will be affected by my decision to implement the Selected Action.
  - a. The Dry Gulch Road (20028) will be closed and reclaimed west of the dispersed camping area (0.2 miles) thereby eliminating approximately 0.66 mile of roadway in the roadless area.
  - b. The Zion Spring Road (20221) will be closed and gated west of the dispersed camping sites. This 1.9 mile closure of open road within the roadless area will be managed as administrative access only.
  - c. In the southwest corner:
    - i. The existing five mile long Tilda Springs complex of motorized trails will be retained.
    - ii. A new motorized trail (0.7 miles) will be built linking the Davenport Road to the Tilda Complex. The Tilda Spring 3 Extension will provide a new motorized loop trail opportunity. Access from this new trail to the Mollens Hollow Research Natural Area Overlook will remain non-motorized.
    - iii. Approximately 0.25 mile of the Buck Spring Road (20197) will be rerouted away from the Buck Spring Pond to reduce impacts to the boreal toad and its habitat.
    - iv. Approximately 0.15 miles of the Boundary Spring ATV will be rerouted to reduce impacts to boreal toad and its habitat.

Rationale: The net effect of these changes will result in minor changes to existing roadless characteristics. My decision to implement the Selected Action is made in consideration of the fact that the Forest Plan did not recommend Mollens Hollow for Wilderness designation because its values for wilderness were determined to be low to moderate. With respect to its roadless character and its associated recreation values, the southwest corner of the Mollens Hollow Roadless Area is, in fact, classified as semi-primitive motorized and motorized access is an appropriate use of the area. I believe that the new

motorized trail construction serves to enhance the semi-primitive motorized experience of this area.

7. For the Willard Roadless Area, my decision to implement the Selected Action includes five actions.

- a. The West Fork Willard Canyon Trail (6323) will be closed to motorized use. This action will eliminate 1.5 miles of motorized use within the roadless area.
- b. The Grizzly Peak 4X4 (20091) will be closed to motorized use. This action will eliminate 1.5 miles of motorized use within the roadless area.
- c. The Willard Lake Trail (6090) will continue to be managed as a motorized trail. This action will allow 0.6 miles of motorized trail use within the roadless area.
- d. The Skyline Trail (6001) will be managed as a motorized trail with seasonal closure (10.5 miles) and motorized trail (0.39 miles) within the roadless area.
- e. Inspiration Point Trail (6091) will be closed to motorized use. This action will eliminate 0.4 mile of motorized use within the roadless area.

Rationale: My decision to implement the Selected Action is made in consideration of the Forest Plan decision to not recommend the Willard Roadless area for Wilderness designation. While the Forest Plan rated the values for solitude and wildlife as moderate it also found that the area would be difficult to manage as Wilderness (existence of the Skyline Trail). With respect to its roadless character although new motorized trail construction will take place under the Selected Action it is currently managed as semi-primitive motorized. Although we are constructing new motorized trails, we are also existing open roads and trails. I believe the extended miles of trail will result in ATV riders staying on designated routes which over time will lead to greater success in reclamation of previously disturbed areas.

The range of trail-based motorized activities is not adequate or diverse: I believe the Selected Action provides the best mix of motorized trail opportunities while maintaining other important resource values. The Selected Action provides diverse motorized trail opportunities over the existing condition with limited effects on roadless area values, wildlife habitat and the regional wildlife corridor. These new trails were designed to provide additional single-track riding opportunities and new ATV routes. My decision is predicated on my belief that the best option I have to correct the impacts to natural resources that are often associated with the unmanaged use of ATV's on public and private lands is to provide a managed system of diverse motorized experiences that are within the context of existing law, regulation and policy.

## VII. Alternatives Considered

Six alternatives were studied in detail and are presented here for consideration in the decision process. Each alternative provides a mix of recreational opportunities in a variety of settings. The diversity of issues resulted in a range of alternatives that vary in the emphasis given to different recreational opportunities. Each alternative was formed from a unique combination of options, as described in the Decisions to be Made section in Chapter 1 of the FEIS.

It should be noted that to have an adequate range of alternatives not every aspect (of each alternative) needs to vary. Alternatives are composed of combined responses to issues to formulate reasonable travel management strategies. The range of alternatives is defined by the range of responses to these issues. See Table 1 on page 8.

### Alternative 1

The objective of Alternative 1 is to divert motorized use away from inventoried roadless areas in order to preserve their integrity and to minimize motorized impacts on other resources including wildlife habitat, watershed protection and public appreciation of the forest. This alternative emphasizes the value and

importance of maintaining roadless and non-motorized landscapes. It focuses on protecting inventoried roadless areas as delineated in the Revised Forest Plan (2003) and concentrating motorized recreation in areas where this type of use is already occurring.

Alternative 1 includes several new OHV loops and it eliminates a number of dead-end roads and trails currently being used by OHV's.

This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 1 would provide:

1. 187 miles of classified road that would be managed as open.
2. 56 miles of classified road that would be managed as closed.
3. 39 miles of motorized trail would be managed as open.
4. 97 miles of unauthorized routes would be rehabilitated.
5. 11 new gates and one relocated gate.
6. No motorized use on the Skyline Trail from Pineview Reservoir to Inspiration Point.
7. No motorized use in the Tilda Springs area.

#### Alternative 2

Under Alternative 2, travel route management proposals were based on providing additional and improved motorized recreation opportunities. This alternative has new routes proposed that would create loop trails using the existing system of roads and motorized trails. It also allows public use on routes that in the past were closed, open only for administrative use, or were not on the previous travel plan as an open route.

This alternative responds to the public comment for additional motorized routes. The Recreation Opportunity Spectrum (Clark, Stankey, 1979) classes from the Revised Forest Plan (2003) were used to identify areas where additional motorized use was appropriate. It also took into consideration the existing situation relative to trails that are receiving motorized use but are not designated as open on the current travel plan map. Field observations by Ranger District personnel over the past several years have identified those trails where this type of unauthorized use is occurring and resource impacts are non-significant.

This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 2 would provide:

1. 206 miles of classified road that would be designated as open.
2. 48 miles of classified road that would be managed as closed.
3. 61 miles of motorized trail that would be designated as open.
4. 97 miles of unauthorized routes that would be closed and rehabilitated.
5. 10 new gates and two relocated gates.
6. Additional motorized trails in the Tilda Springs area.

#### Alternative 3

This alternative was created in response to the numerous comments that were received during the scoping process concerning the negative effects of motorized recreation on wildlife populations and habitat. The objective of this alternative is to provide an array of road and motorized trail experiences while minimizing or reducing the effects to a broad range of wildlife species and their habitats. This alternative concentrates motorized access in areas where these types of activities are presently occurring while reducing existing routes or avoiding new trail and road construction in areas that are more isolated, have less disturbance and provide generally higher quality wildlife habitat.

This alternative also minimizes the creation of new roads and motorized trails within the forest carnivore habitat/corridor especially within the Curtis Creek and Monte analysis areas.

Alternative 3 also maintains or increases the size of habitat patches for elk in many locations.

This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 3 would provide:

1. 202 miles of classified road that would be designated as open.
2. 56 miles of classified road that would be managed as closed.
3. 35 miles of motorized trail would be designated as open.
4. 97 miles of unauthorized routes would be closed and rehabilitated.
5. 11 new gates and one relocated gate.
6. No motorized use on the Skyline Trail from North Ogden Divide to Inspiration Point to protect goat-kidding areas.

#### Alternative 3a

Alternative 3a was the Forest Service preferred alternative for the Draft EIS. It is similar to Alternative 3, the wildlife emphasis alternative, but with additional actions on a limited number of routes. This difference is primarily due to administrative need or to emphasize another resource in specific areas.

This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 3a would provide:

1. 208 miles of classified road that would be designated as open.
2. 50 miles of classified road that would be managed as closed.
3. 49 miles of motorized trail would be designated as open.
4. 97 miles of unauthorized routes that would be closed and rehabilitated.
5. 9 new gates and two relocated gates.
6. No motorized use on the Skyline Trail from North Ogden Divide to Inspiration Point from November 15<sup>th</sup> to July 15<sup>th</sup> to protect goat-kidding areas.
7. Additional motorized trails in the Tilda Springs area.

#### Alternative 4 - No Action

Under Alternative 4, the existing 2004 Wasatch-Cache National Forest Travel map for the Ogden and Logan Ranger Districts would determine the status of most of the system of routes.

Although other routes exist and are being used by the public, the No Action alternative would aggressively manage routes, limiting the transportation system to only those roads on the current Travel Plan map and any road used for administrative access.

This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 4 would provide:

1. 198 miles of classified road that would be designated as open.
2. 97 miles of classified road that would be managed as closed.
3. 46 miles of motorized trail would be designated as open.
4. No new gates.

#### Alternative 5

Alternative 5 was the Forest Service Preferred Alternative for the Final EIS. Alternative 5 was developed by the Forest Service after public comments on the five alternatives described in the DEIS had been reviewed. The purpose was to improve resolution of issues raised in public comments. Most of the actions to roads and trails of the DEIS Preferred Alternative 3a were retained. This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

Alternative 5 would provide:

1. 202 miles of classified road that would be designated as open.
2. 50 miles of classified road that would be managed as closed.
3. 58 miles of motorized trail would be designated as open.
4. 97 miles of unauthorized routes that would be closed and rehabilitated.
5. 15 new gates and two relocated gates.

#### Selected Action

The Selected Action is a modified version of the Forest Service Alternative 5 in the Final EIS. The Selected Action was chosen after public comments on the six alternatives described in the FEIS had been reviewed. The purpose was to improve resolution of issues raised in public comments and takes into account new information and changed circumstances regarding motorized routes. Most of the actions to roads and trails of the FEIS Alternative 5 were retained. This Alternative assumes that routes identified as unauthorized will be closed and rehabilitated.

The Selected Action would provide:

1. 198 miles of classified road that would be designated as open.
2. 52 miles of classified road that would be managed as closed.
3. 48 miles of motorized trail would be designated as open.
4. 97 miles of unauthorized routes that would be closed and rehabilitated.
5. 15 new gates and two relocated gates.

Key similarities and modifications made to the FEIS Alternative 5 to develop this Selected Action include:

- Laketown Spur 1 and 2 (26717, 26718) will remain closed to public motorized use as in Alternative 4 – No Action, and Alternative 5, rather than a new open road.
- Red Spur Electronic (20205) will be designated as an open road as proposed in Alternatives 1, 2, 3, and 5 rather than an Administrative Use Only road proposed in Alternative 3a.
- Curtis Ridge Trail (3309) will be designated a motorized trail as proposed in Alternative 1, 2, and 5 rather than remain a non-motorized trail in Alternative 3a.
- Otter Creek Private (xx36) will be an Administrative Use Only road rather than an Open road proposed in Alternative 3a.
- Baxter Sawmill 2 (26994) will be designated as a new open road on the Travel Plan but it will be closed seasonally from approximately November 15 to June 15.
- Pole Hollow (26109) will be managed as an Administrative Use Only road on the Travel Plan rather than a closed as proposed in Alternatives 1, 2, 3, and 3a.
- Pete's Hollow Trail (26022) will be remain closed to public use as in Alternative 1, 3, and Alternative 4 – No Action, rather than a motorized trail with seasonal restriction as in Alternative 5.
- Mantua Church Camp road (xx31) will be designated as an open road but will be seasonally closed from approximately November 15 to June 15. This location of the closure will likely be on National Forest land but we will coordinate with Box Elder County and the private landowners for the best position to locate the gate.

- The decision to designate the Sink Hole Loop (26012) a new open road as proposed in Alternative 3a will be deferred until the court case between Box Elder County and the private land owners is resolved.
- The Three Mile road (20113) located in the Willard & Public Grove Analysis Area will be closed seasonally from approximately November 15 to June 15.
- The Willard Mountain Road (20084) will be seasonally closed from approximately November 15 to July 15 above its junction with the Grizzly Peak Road (20091) where room for a turn-around is available.
- The Skyline Trail from North Ogden Divide to Inspiration Point will not be open to motorized use from approximately November 15 to July 15<sup>th</sup> to protect mountain goat kidding areas as in Alternative 5.
- The Skyline Trail from Inspiration Point to the Willard Lake Trail will be managed as a motorized trail as in Alternative 4 – No Action.
- Public Grove 4X4 (20220) will be designated a seasonal motorized trail as proposed in Alternative 5. This trail will be seasonally closed to motorized use from approximately November 15 to June 15.
- New motorized trail construction will include:
 

○ Tilda Spring 3 (xxx4)	0.7 miles	Open Motorized Trail
○ Dairy Wash ATV (xx14)	1.1 miles	Open Motorized Trail
○ Dry Mitchell ATV (xx13)	1.8 miles	Open Motorized Trail
○ Lower Dry Bread ATV (xx11)	0.2 miles	Open Motorized Trail
○ Devils Hole ATV (xx30)	1.8 miles	Open Motorized Trail

#### Alternatives Eliminated from Detailed Study

The following alternatives that were eliminated from detailed study either are very similar to another alternative that was developed in detail, or do not meet the purpose and need articulated in Chapter 1 of the FEIS. Rationale for elimination is discussed in the FEIS, Chapter 2:

- An alternative entirely designed for Soil and Water Quality protection.
- An alternative that would close all or some lower standard roads to motorized use.
- An alternative that would have opened all existing routes to motorized use.
- An alternative that would have restricted OHV to certain areas and routes on the Ranger District.
- Include in all alternatives a determination of what routes should be open to mountain biking.
- Include in all alternatives a determination of how dispersed camping issues should be managed.
- Include in all alternatives a determination that would limit access on administrative routes to non-motorized travel.

## **VIII. Findings Required by Other Laws and Regulations**

### **Civil Rights**

Based on comments received during scoping and the comment period for the DEIS and SEIS', no conflicts have been identified with other Federal, State or local agencies or with Native Americans, other minorities women, or civil rights of any United States citizen.

### **Clean Air Act**

According to analysis disclosed in the FEIS and SEIS', projected activities under all Alternatives are expected to meet air quality standards. The decision will result in no adverse long-term effects. (FEIS, Chapter 4, Air Quality) I have determined that the Ogden Ranger District Revised Travel Plan will comply with provisions of the Clean Air Act.

### **Clean Water Act**

The Clean Water Act requires each state to implement its own water quality standards. The State of Utah's Water Quality Anti-degradation Policy requires maintenance of water quality to protect existing in-



stream Beneficial Uses on streams designated as Category I High Quality Water. All surface waters geographically located within the boundaries of the Wasatch-Cache National Forest whether on public or private lands are designated as Category I High Quality Water. This means they will be maintained at existing high quality. New point sources will not be allowed and non-point sources will be controlled to the extent feasible through the implementation of Best Management Practices (BMPs) or regulatory programs.

The closure and rehabilitation of unauthorized roads and trails will reduce erosion and sedimentation across the Ranger District. Since most of these unauthorized routes are in uplands, are a long distance from stream channels, and the very small amount of bare soil on unauthorized roads in comparison to the land area of the District, through required mitigation, no measurable change in water quality is expected. For the above stated reasons, I believe my decision complies with the Clean Water Act.

#### **Endangered Species Act (ESA)**

The Forest Service consulted with the US Fish and Wildlife Service (USFWS) under Section 7 of the ESA and submitted a Biological Assessment dated November, 2005, requesting concurrence with our findings. The USFWS has concurred with our findings regarding threatened and endangered species within the Biological Assessment. With the actions to be undertaken, including conditions and mitigation measures as described here in, I find that the legal requirements of the ESA have been satisfied.

#### **Executive Order 11644 (February 1972) and Executive Order 11989 (May 1977)**

These orders direct the Forest Service to address environmental and other impacts to National Forest System land resulting from the use of off-highway vehicles. They provide direction that the use of these vehicles be managed to protect resources, promote safety, and to minimize conflicts among users. They allow for the continued use of motor vehicles provided they are on designated routes and in appropriate locations.

The effects analysis contained in Chapter 4 of the EIS and the cumulative effects analysis contained in the SEIS' disclose the effects to the environment from motorized use. Based on the information provided in these analyses I have carefully reviewed the impacts to the environment to ensure we have met our obligation of minimizing the effects of motorized use. The effects analysis for every resource in both the FEIS and the SEIS' disclose how the effects of motorized use have been minimized. Additionally, mitigation measures have been incorporated into the preferred alternative to provide additional assurance that the effects of motorized use have been minimized. I believe the effects analysis provided in both the FEIS and the SEIS' demonstrate that the requirements to minimize effects from motorized use have been addressed.

#### **Executive Order 11988 of May 1977**

This order requires the Forest Service to provide leadership and take action to (1) minimize adverse impacts associated with occupancy and modification of floodplains and reduce risk of flood loss, (2) minimize impacts of floods on human safety, health and welfare, and (3) restore and preserve natural and beneficial values served by floodplains.

As a result of the roads analysis that was completed for this project, it was determined that there are no additional effects to floodplains from the proposal or alternatives (see FEIS 4.3.5.1).

#### **Executive Order 11990 of May 1977**

This order requires the Forest Service to take action to minimize destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands. In compliance with this order, Forest Service direction requires that analysis be completed to determine whether adverse impacts would result.

The roads analysis completed in conjunction with this project identified several roads that are located in developed campgrounds in flat areas adjacent to the South Fork of the Ogden River that have the potential to affect wetlands (see FEIS 3.3.2.3). Impacts to wetlands at Perry Reservoir will be minimized by my Decision because motorized access will be limited to administrative use only. My decision is in

compliance with EO 11990.

**Executive Order 12898 -- Federal Actions to Address Environmental Justice on Minority Populations and Low-income Populations**

This order requires Federal agencies to the extent practicable and permitted by law to make achieving environmental justice part of its mission by identifying and addressing as appropriate disproportionately high and adverse human health effects, of its programs and policies and activities on minorities and low-income populations in the United States and territorial possessions. In compliance with this Executive Order, the Wasatch-Cache National Forest through intensive scoping and public involvement attempted to identify interested and affected parties, including minorities and low-income populations for this project. No minorities and low-income populations were identified during public involvement activities.

**Executive Order 13112 – Invasive Species**

This Executive Order directs that Federal Agencies should not authorize any activities that would increase the spread of invasive species. While roads and trails and disturbed areas scheduled for construction and reclamation are known vectors for transport of noxious weed seeds, I believe that appropriate mitigation has been described. Based on the management requirements regarding noxious weeds included as part of my decision, I believe the approved activity including the required mitigation measures will not result in the increased spread of invasive species.

**Migratory Bird Treaty Act and Executive Order 13186**

The Ogden Ranger District Travel Plan Revision does not authorize activities that would contribute to a decline in habitat for migratory bird species. I have determined that the decision is in compliance with the Migratory Bird Treaty Act and Executive Order #13186 of January 12, 2001 (see FEIS 4.6.3.5).

**National Environmental Policy Act**

The Ogden Ranger District Travel Plan Revision will manage public travel on the Ranger District for the next ten to fifteen years. The FEIS and SEIS' discloses the analysis of effects for a range of alternatives including No Action. Effects to the significant issues and other resources of concern were considered for this time frame.

Human use of the Ogden Ranger District is a major consideration in this analysis. My decision maintains most existing recreation opportunities and settings, motorized and non-motorized. The decision meets the direction set forth in the revised Forest Plan for management of designated roadless areas. Long and short-term effects are detailed further in the FEIS, SEIS', Appendices, and the Planning Record. This Record of Decision and accompanying FSEIS meet the requirements of the National Environmental Act.

**National Forest Management Act**

The decision to implement the Selected Action is consistent with the 2003 Revised Forest Plan's forest-wide goals, sub-goals and objectives listed on pages 4-16 to 4-34 and the desired future conditions of the Bear Management Area (pages 4-119 to 4-127), the Cache Box Elder Management Area (Pages 4-128 to 4-138) and the North Wasatch-Ogden Valley Management Area (pages 4-140 to 4-151). The project incorporates applicable forest-wide standards and guidelines from Chapter 4 (pages 4-35 to 4-56). This information is summarized in the FEIS 1.3.2.3.

**The National Historic Preservation Act of 1966**

Any actions undertaken in response to the direction in this decision will fully comply with the laws and regulations that insure protection of heritage resources (FEIS, Chapter 4, Heritage Resources).

Based on the discussion in Chapters 3 and 4 concerning Heritage Resources, consultation with the State Historic Preservation Office, and the project file documentation, it has been determined there would be no measurable effects to any historic properties relative to this decision. A letter of concurrence (in the project file) was received from the State Historic Preservation Office. The Shoshone-Bannock Tribe was consulted during the analysis for this decision.

It is my determination that the decision complies with the National Historic Preservation Act and other

Statutes that pertain to the protection of heritage resources.

**Prime Farmland, Rangeland and Forest Land (Secretary of Agriculture Memorandum 1827)**

There is no prime farmland within the project area.

**Final Rule for Travel Management; Designated Routes and Areas for Motor Vehicle Use**

Any actions undertaken in response to the direction in this decision will fully comply with the National Travel Management Rule which was released on November 9, 2005. The Ogden Ranger District Travel Plan Revision is consistent with the National Rule. In making my decision I have considered the effects on both natural and cultural resources, public safety, recreation opportunities, access needs, conflicts between users, the need for maintenance and administration of roads and motorized trails and the availability of resources to carryout necessary maintenance and administration. I have made my decision with the objective of minimizing: damage to soil, watershed, vegetation and other forest resources; harassment of wildlife and significant disruption of wildlife habitat; conflicts between motor vehicle use and existing or proposed recreation uses of NFS lands; and conflicts among different classes of motor vehicle uses on NFS lands. I have also considered the compatibility of motor vehicle use with existing conditions in populated areas taking into account sound and emissions.

**IX. Environmentally Preferred Alternative**

The environmentally preferable alternative is that alternative that will best promote the national environmental policy as expressed in NEPA's Section 101. Ordinarily the environmentally preferable alternative is that which causes the least harm to the biological and physical environment; it also is the alternative that best protects and preserves historic, cultural, and natural resources.

Based on analysis in the FEIS, SEIS', and supporting documentation found in the project record, a modified version of Alternative 5, herein referred to as the Selected Action, is the environmentally preferable alternative. It is my opinion that with the implementation of the Selected Action, and through the development of cooperative understanding, the dissemination of better maps and signing and effective law enforcement, use of the routes designated will not result in unacceptable harm to the environment. Through this travel plan revision I believe we have taken reasonable measures to prevent or mitigate environmental harm. The selected alternative is an environmentally acceptable compromise which is responsive to public demands, and appropriate uses of the Ogden Ranger District.

**X. Implementation Strategy for Motorized Trails in the Willard and Public Grove Analysis Area**

If the motorized trail use near Mantua and the along the Willard Mountain Road are to be a success, it is my opinion that Box Elder County Commission should appoint an advisory committee to oversee its management. The committee should be charged with developing a sign plan, monitoring, forming a volunteer citizen ATV patrol, coordinating law enforcement efforts, applying for grants with the Utah Division of Parks and Recreation and making operational recommendations to the County Commission related to motorized trails in these areas. By recommending the Advisory Committee I am not abdicating responsibility of the Responsible Official. Any decision relevant to management of the National Forest will continue to be made by the Responsible Official of the US Forest Service.

I believe the Advisory Committee's membership should be diverse and include a representative from the County Commission, affected private land owners, a representative from the environmental community, and representatives from Mantua City, the Box Elder and Cache County Sheriff's Departments, Utah Division of Parks and Recreation, Utah Division of Wildlife Resources and the Forest Service.

The Advisory Committee should be empowered to make recommendations to the County and the Forest Service that will make the trail a success for a wide variety of users and the private landowners. The Committee should also be empowered to recommend closure of the trail if responsible use does not

become the standard or modify the season of use if it is determined that the seasonal closures are not providing the desired protection for wildlife habitat.

I believe that Box Elder County should consider vacating the right of way claim they have made for motorized access to Four Mile Canyon. The value of the wildlife habitat for sharp tail grouse in this drainage, in my opinion, outweighs the need for motorized access.

I believe the County should consider working with affected land owners and Mantua City to place a gate for the seasonal closure of the Rocky Dugway Road. An effective location for placement of such a gate would be in the vicinity of where the snowplow turns around.

## **XI. Administrative Review, Implementation, Contact Person**

This project implements the Revised Forest Plan [for the] Wasatch-Cache National Forest and is subject to the predecisional administrative review process (also known as the “objection” process) described in 36 CFR 218, subparts A and B. Only persons or organizations who have submitted “specific written comments” during a public involvement opportunity established by the responsible official are eligible to file an objection (see 36 CFR 218.5). If an objection is submitted on behalf of a number of individuals or organizations, each individual or organization listed must meet the eligibility requirement of having previously submitted specific written comments. Names and addresses of objectors will become part of the public record.

Incorporation of documents by reference in the objection is permitted only as provided for at 36 CFR 218.8(b). Minimum content requirements of an objection (26 CFR 218.8(d)) include:

1. Objector's name and address, with a telephone number, if available, and with signature or other verification of authorship supplied upon request;
2. Identification of the lead objector when multiple names are listed, along with verification upon request;
3. Name of the project, responsible official, national forest/ranger district of project;
4. Sufficient narrative description of those aspects of the project objected to, specific issues related to the project, and suggested remedies which would resolve the problem.

Written objections, including any attachments, must be sent via regular mail, fax, email, hand-delivered, or express delivered to:

Objection Reviewing Officer  
USDA-Forest Service Intermountain Region  
324 25<sup>th</sup> Street  
Ogden, UT 84401

within 45 days following the publication date of the legal notice announcing the start of the objection period in the Ogden *Standard Examiner*.

Hours for submitting hand-delivered objections at the address above are: 8 a.m. to 4:30 p.m., Monday through Friday, excluding holidays. Electronic objections must be submitted in a format such as an email message, .pdf, .txt, .rtf, .doc, or .docx to [objections-intermtn-regional-office@fs.fed.us](mailto:objections-intermtn-regional-office@fs.fed.us). Objections may be faxed to (801) 625-5277.

Objectors are responsible for ensuring that their objection is received in a timely manner (36 CFR 218.9). Timeliness of a written objection is determined by:

1. Date of U.S. Postal Service postmark;
2. The agency's electronically generated posted date for emails and facsimiles; and
3. Shipping date for delivery by private carrier.

For emailed objections, the sender should receive an electronic acknowledgement as confirmation of receipt.

The publication date in the *Standard Examiner*, which is the newspaper of record, is the exclusive means for calculating the time to file an objection. Persons wishing to object should not rely on information provided by any other source. Extensions of the objection period are not permitted.

When the objection filing period has ended and the reviewing officer has provided responses to all objections, the responsible official may make a final decision on the proposed project. When no timely objections are filed, a decision can be made on the fifth business day following the close of the filing period. For all EISs, there is a minimum of 30 days between the notice of availability of the final EIS being published in the *Federal Register* and issuance of a record of decision (40 CFR 1506.10). Implementation may begin immediately after the final record of decision is signed.

For further information on this decision, contact Sendi Kalcic, NEPA Coordinator at (435) 755-3633 or [sendikalcic@fs.fed.us](mailto:sendikalcic@fs.fed.us).

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ROBERT SANCHEZ  
Ogden District Ranger  
Uinta-Wasatch-Cache National Forest

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Date

## REQUIRED MITIGATION AND MONITORING

### Best Management Practices

This comprehensive list of mitigation measures has been developed to reduce resource impacts during design and implementation of the Road and Trail Programs on the Ogden Ranger District, Wasatch-Cache National Forest. A goal for maintenance, construction, and management is on implementing Best Management Practices to protect soil and water resources, and Species Conservation Strategies and Agreements to protect sensitive species. This list is intended to be a dynamic document that will have items added as site specific issues arise.

#### Erosion Control

EC-1 Minimize and contain all ground disturbances.

EC-2 Roads and Trails will be constructed and reconstructed to minimize disturbance based on administrative design standards for expected recreation uses. Do not over-build the transportation system.

EC-3 Provide site-specific soil review to determine back slopes, fill slopes, and allowable grades possible. Forest Soil Scientist will need to be involved in this review.

EC-4 Comply with all State and Local codes.

EC-5 Locate and document apparent and potentially unstable or damaged areas. Documentation will as a minimum include location, date, digital pictures, and suggested repair.

EC-6 New routes, or relocated sections of existing routes, will be setback from streams and wetlands to allow for adequate trapping of sediment from surface runoff water. The following setbacks are recommended:

- Perennial flowing, fish bearing streams – 300 feet.
- Perennial flowing, non-fish bearing streams – 150 feet.
- Intermittent flow streams – 50 feet.

EC-7 When a road or trail section is realigned, the old route will be concurrently decommissioned and properly drained. Restoration practices for decommissioned segments will be guided by the live water setbacks described in EC-6 above. Decommissioned segments within the EC-6 setbacks will be reclaimed by restoring the route tread to its original condition. Techniques used can include ripping, seeding/mulching, and natural alignment of native materials. Decommissioned segments outside of the EC-6 setbacks will be less intensively reclaimed. Techniques used can include signing, barricading, and natural revegetation. Preventing future use of the abandoned route is a primary goal.

EC-8 Route locations will take advantage of existing constructed features such as abandoned roads, utility corridors, access roads, and ski trails to use previously disturbed areas.

EC-9 Maintain control of drainage and runoff to reduce impacts to sensitive areas. To drain properly, waterbars must have a minimum 2% gradient. On steeper grades, frequent waterbars work better than a few large ones. Monitor and maintain waterbars on a predetermined schedule based on conditions.

EC-10 Provide under drains and retaining walls where necessary to maintain or increase stability of back slopes.

EC-11 Minimize areas of cut and fill. When fills are required, bench into the native materials and compact into place. Avoid locating any waste fill from any type of operations in a loose condition on or near any steep slopes to prevent erosive conditions. The fill shall be properly stabilized, maintained during, and following construction to prevent erosion. End-hauling of borrow material to balance cuts and fills is preferred over side-casting.

EC-12 Monitor areas of cut and fill to identify any remaining stability problems that develop over time. Some sites may require additional level of erosion control. This will be an ongoing project and should be planned for early and often during the first snowmelt period following construction.

EC-13 When using heavy equipment to build or maintain routes, use care to not blade fine materials off the road or trail. This creates the “Berm” problems and the fine dirt is necessary for a usable tread.

EC-14 Moving very large rock from the route tread must consider any negative effects of where that rock will end up.

### **Visual Management**

SMS-1 Clearing will be minimized by reducing the height and width of cuts and fills, reducing associated clearing, and using special design measures such as retaining walls to save attractive vegetation pockets and landforms.

SMS-2 Locate the route to provide new vistas where existing vegetation and landforms currently block views.

SMS-3 Use signing that is unobtrusive and of an appropriate scale, shape, and color for the forest environment. Locate signing so it is only visible to people on the route.

SMS-4 Sensitive and highly visible construction areas would be landscaped with small trees and shrubs, and all soil areas would be intensively revegetated with grasses and forbs approved by Forest Service.

SMS-5 Hold vegetation clearing limits to a minimum since visual screening is desirable.

SMS-6 Long linear projects will take advantage of the natural topography to avoid unnecessary unnatural linear lines on the landscape.

SMS-7 Create a softer visual appearance by avoiding visible straight lines, geometric shapes and long narrow tree islands.

### **Cultural Resources**

CR-1 Conduct preliminary cultural resources studies prior to any phases of construction. Conduct a site data recovery program (archeological testing and/or excavation) prior to projects in and around identified cultural resource. Continued casual observation will occur in conjunction with other studies.

CR-2 Significant cultural resources (those archeological and historical properties determined eligible for listing in the National Register of Historic Places) situated on National Forest lands, shall be provided an appropriate degree of mitigation to preserve/conservate their values, per Forest Service Manual direction (FSM 2360).

CR-3 Mitigation measures shall be undertaken in consultation with the Utah State Historic Preservation Officer (SHPO) and, if necessary, the Advisory Council on Historic Preservation.

CR-4 Mitigation will primarily consist of avoidance of the cultural resource(s).

CR-5 Any sites found will have archival documentary and a photographic study of the historic resource(s). An archeologist will examine the site to determine what effect the project will have and establish an alternative to protect the cultural resource.

CR-6 Where reasonable, sites will include interpretation of the cultural resource (signing, exhibits, etc.).

CR-7 When necessary, it may be necessary to relocate the cultural resource(s).

CR-8 In some situations, mitigation will include restriction of access to the cultural resource(s) (fencing, road closure, etc.)

### **Recreation Management**

RM-1 Determine the appropriate types of use for each route and document in the Road or Trail Management Objective located in INFRA.

RM-2 Post signs on routes indicating appropriate modes of travel. Use of fiberglass posts is acceptable. Follow NRCC signing recommendations for travel management.

RM-3 Limit the use of information signs for interpretation and education. Signs away from trailheads are extremely difficult to maintain and manage.

RM-4 Maximize the small “neat” experiences when designing and constructing routes on the Ogden Ranger District. The Front Range users appreciate the twists and turns, over hills and along ridges, done in a small careful manner because they add to the enjoyment of the routes use.

RM-5 Place trash receptacles and appropriate signing at trailheads to reduce the amount of litter along the trails.

RM-6 The proximity or distance from the Urban Front will guide the placement of Toilets. Monitor the impacts of human sanitation in and around concentrated use areas like parking areas, trailheads, and dispersed sites.

### **Soil**

S-1 Minimize disturbance on erosive soils. The potential for increased soil erosion due to route construction and/or clearing is to be mitigated first by avoidance, then by use of constructed features.

S-2 For the areas with potential soil movement, which cannot be avoided, mitigation will include engineering methods designed primarily to improve soil drainage and control runoff.

S-3 Prevent water from running down route prism. It is particularly important that water be prevented from running down steep grades (20 to 40 percent) and from accumulating on gentler slopes (0 to 30 percent).

S-4 Erosion control structures (waterbars, check dams, berms, or ditches), particularly on 30+ percent slopes, will be used to divert runoff from routes into adjacent heavily vegetated areas.

S-5 Water discharged into natural vegetation strips should be kept dispersed to maximize filtering and infiltration. Water should not be allowed to channelize.

S-6 Intensive stabilization and erosion control measures will be implemented as soon as possible during construction and will be kept current and functioning.

S-7 Use surface treatments, mulches, and revegetation to control erosion on disturbed soils.

S-8 When required, operate equipment to minimize ground disturbance and follow up with effective stabilization on impacted areas.

S-9 Salvage topsoil to an appropriate depth (usually about 6 inches) from construction sites (routes, parking lots) and stockpile for use in reclamation. Scarify compacted areas by disc, harrow, or ripper prior to re-top soiling and seeding.

S-10 Silt control structures are necessary for erosion control when working near stream channels. Examples are secured straw bale dikes with filter fabric silt fences, surface runoff interceptor channels, retention basins or detention basins (permanent facilities). Use slash from trail clearing as temporary sediment filters.



S-11 Straw bales must be firmly staked in place by driving two stakes or rebar through the bale and 18 inches into the ground.

S-12 Each end of check dams should be higher so that water spills over the center of the dike and not around the ends.

S-13 Prevent leaks in the dike by embedding the bales a minimum of 4 inches into the ground, and by tightly abutting the ends of adjacent bales.

S-14 Detention structures should be monitored and cleaned of sediment following major rainstorms.

### **Water Resources**

WR-1 Permanent structures constructed in waters of the U.S. shall be held to the minimum feasible number, width, and total length consistent with the purpose, local topographic and climatic conditions.

WR-2 All routes shall be located sufficiently far from stream or other bodies of water (except for direct crossing of water bodies) to minimize discharges of dredged or fill material into waters of the U.S. See E-6 for suggested distances.

WR-3 Filter as much construction-generated pollution from streams as possible by using diversion and velocity controls (check dams, detention basins, or energy absorption ponds). This includes any existing or proposed long-term drainage from route prisms.

WR-4 No loss in the quality or quantity of existing wetlands, as classified by the Forest Service and Corps of Engineers will be allowed without proper clearance.

WR-5 Coordinate with the Corps of Engineers and Utah Division of Water Rights for stream alteration permits necessary for the impact on stream crossings. Consider mitigation only after avoidance and minimization steps have been taken.

WR-6 Use of heavy equipment will be done in such a manner to minimize or eliminate environmental effects caused by the use of fuel and oil. Fueling of equipment will be done only in an area where there will not be a possibility of spilled fuels affecting the water resources. Sources of chemical and pathogenic pollutants will be stored correctly (this refers to oils and fuels used in heavy equipment).

WR-7 If discharge of material occurs, it shall be free from toxic pollutants in toxic amounts. Detention berms may be necessary.

WR-8 In sensitive areas, Flush-cut trees rather than dig the root systems out. Do not remove stumps or remove vegetation unless specialized stabilization is used.

WR-9 Pile and burn slash outside stream influence zone with as little disturbance as possible. Use of a chipper-shredder should be considered.

WR-10 Stream crossings shall be bridged, culverted, or otherwise designed to prevent the restriction of expected flood flows. Perennial streams will have bridge crossings.

WR-11 Nail Laminate Bridges for short crossings (under 20') are the preferred tactic for any stream crossing.

WR-12 Locate crossings at points of low and stable bank slopes. Culvert placement will be at same slope angle as the channel or back-sloped to prevent eroding further downstream and to allow for passage in fish barring streams. Cross streams at near right angles.

WR-13 Culverts may need to be oversized to allow for passage of flood flows and large bed load rocks that are often associated with steep and incised mountain streams. Coordinate with the SO specialists for culvert dimensions when in question.

WR-14 Armor culvert inlets and outlets with rounded or flat rock on streambed and angular rock on streamside.

WR-15 Establish fords only in stream segments that will not cause sedimentation or stream bank erosion. These conditions are where the stream channel is comprised of bedrock, rubble, or gravel and the bank slopes are low, dry, and stable.

WR-16 Minimize soil surface compaction and disturbance in riparian ecosystems. Only allow use of heavy construction equipment in this environment for construction, etc. during periods when the soil is least susceptible to compaction or rutting.

WR-17 Schedule construction activities within the 300 foot of stream conservation zone during dry period, low water periods, or during frozen conditions.

WR-18 Avoid known areas of instability near stream crossings and unstable streams.

### **Threatened, Endangered, and Sensitive Species**

TES-1 Conduct preliminary studies prior to any phases of construction. Continue to survey for the presence of threatened and endangered or Forest Service sensitive species in the project area. Continued casual observation will occur in conjunction with other studies. Additional specific studies will occur if necessary to identify measures to offset or avoid impacts to federally listed or sensitive species.

TES-2 Continue sensitive species surveys where appropriate to minimize immediate and long term impacts. Monitor known populations to access impacts from adjacent activities.

TES-3 The discharge of surface water from routes shall not take, or jeopardize the continued existence of, a threatened or endangered species defined under the Endangered Species Act, or adversely modify or destroy the critical habitat of such species.

### **Wildlife Management**

WM-1 Minimize disturbance to vegetation, especially high quality wetlands, aspen habitats, Douglas-fir stands and larger overstory patches.

WM-2 The Forest Service will restrict or limit human recreation activities if such activities will adversely affect wildlife at sensitive times of the year.

WM-3 The design, constructing, and maintenance of the stream crossing shall not disrupt the migration or other movement of those species of aquatic life inhabiting the water body.

WM-4 Discharges of surface water from trails into breeding and nesting areas for migratory waterfowl, spawning areas, and wetlands shall be avoided if practical alternatives exist.

WM-5 Avoid removing any trees with existing cavity nesting holes. Consider replacement of lost nesting habitat by installing artificial nesting habitat near the project area.

WM-6 Continually watch for bird nests during construction to minimize the loss of young birds. Appropriate mitigation measures as directed by the Forest Service wildlife biologist(s) will be used.

**Vegetation Management**

VM-1 Tree cutting during construction or maintenance must be done to minimize disturbance outside the trail clearing width. Beneficial volumes of large woody debris will be maintained in riparian areas.

VM-2 Use native species unless it can be shown that they will not successfully establish. The use of native plant materials will also extend to using nursery grown native shrub and tree seedlings and to making field transplants. Some seed mixtures already exist for specific areas of the Ranger District. Check with the Forest Botanist for advice on seed mixes.

VM-3 Implement a weed management Information and Education program where possible. Use posters on the bulletin boards to educate about noxious weed species identification. All employees will document new invasive plant populations.

VM-4 Woody vegetation removed from construction sites can be used to substantial advantage in creating micro-sites during revegetation activities. In addition, these materials can be temporarily used to prevent erosion during construction and to delineate the boundary of construction zones.

VM-5 Carry out seeding primarily during the fall depending on type of seed and climatic conditions. Temporary erosion control measures may be implemented prior to planting on sites where loss of fine materials will occur as the result of erosion. Overall landscaping is recommended during plant dormancy in April through early June and October through November.

VM-6 Prepare seed beds in a manner that provides an environment favoring the establishment of emerging plants. Preparations will also breakup unnatural lines and conserve drainage patterns. Extensive roughening of the seed bed will provide micro-sites for seed establishment. Roughening will also effectively limit surface erosion by wind and water. Summer fallow techniques should be used only immediately prior to seeding.

VM-7 Evaluate each revegetated site regularly in order to determine success. Specific recommendations will be developed from the evaluation. The recommendations will indicate necessary follow-up activities such as over-seeding or transplanting.

VM-8 Incidental damage to existing vegetation due to equipment traffic and material placement is more desirable than total removal of vegetation. Cordon off undisturbed areas to limit errant trips across vegetation.

**Public Awareness and Education**

EDU-1 Develop a sign plan to use on areas where there will be a potential conflict with recreation uses especially with motorized vehicles. This sign plan will be incorporated into the existing road sign plan for the Ranger District.

EDU-2 Develop regulatory bulletin board displays with the current rules and regulations clearly listed. Use a consistent layout across the jurisdictional boundaries. Incorporate Leave no Trace and Tread Lightly programs into the education program.

EDU-3 Improve and maintain the Forest web page with maps, rules, and recreation opportunities available for download and printing at home. Coordinate with Public Affairs in the SO.

EDU-4 Initiate a group of local users who are trained in current rules and regulation to act as "trail hosts". Model these groups after the other groups currently operating in the state of Utah.

**Use Monitoring**

MON-1 Install road and trail counters at strategic locations to monitor recreation use. Use high-tech counters capable of distinguishing use by vehicle type and time.

MON-2 Document monitoring of use patterns to facilitate future planning of facilities. Include monitoring for user satisfaction.

MON-3 Improve our record keeping for Resource Monitoring documentation. Develop field forms and an easy-to-use electronic database for record keeping. Research other Forest Service offices to find examples of formats.

MON-4 Implement a PHOTO POINT documentation file on strategic road and trail locations. Prioritize areas where resources conditions could have visible impacts.

#### **INFRA**

INFRA-1 Each system route will be fully documented and tracked in INFRA.

INFRA-2 The Supervisors Office will responsible for management of the Roads database.

INFRA-3 It will be the responsibility of the Ranger District for upkeep of the electronic data in INFRA for trails.

INFRA-4 TRACS will be used on the Wasatch-Cache for documenting annual Condition Surveys.

#### **Law Enforcement**

LE-1 Manage what specific law enforcement goals, techniques and priorities will be implemented by the seasonal FPOs. Provide constant training and feedback for these employees.

LE-2 Create a strategy and schedule for increased FPO patrolling during high use periods.

LE-3 An important issue is the visible identification of the employees and the equipment as Forest Service. Use of the uniform will be the first tactic. Other work shirts should clearly indicate that they work for the USFS.